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ABSTRACT

Hearings on reauthorization of the Higher Education Act of 1965 focus on Title III or institutional aid. Title III is the largest nonstudent assistance program and was established to strengthen the academic quality of developing colleges by financing special projects and programs at individual colleges and by increasing the use of consortia and cooperative arrangements. Although black colleges have been the primary beneficiaries of Title III, many small colleges have also benefited. Program goals were to improve an institution's academic quality, management, or fiscal stability. A bill to revise and modify Title III, H.R. 2907, seeks to eliminate confusion about institutional eligibility and provide direct assistance to minority institutions and traditional colleges and universities serving large numbers of low-income minority students. The bill also introduces two new concepts to the Higher Education Act that establish set-asides for historically black colleges and universities and for national-origin-based higher education institutions (i.e., Hispanic, Native American, and Pacific-Basin institutions). The bill would preserve the 30 percent set-aside of funds for junior and community colleges and would authorize the first 5 years of a 10-year program of aid to historically black institutions. The text of the bill is included, along with prepared statement and testimony of witnesses. (SW)

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REAUTHORIZATION OF THE HIGHER EDUCATION ACT
Title III: Developing Institutions
Volume 6

HEARINGS

BEFORE THE

SUBCOMMITTEE ON
POSTSECONDARY EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-NINTH CONGRESS

FIRST SESSION

HEARINGS HELD IN WASHINGTON, DC, JULY 30; ATLANTA, GA, SEPTEMBER 13; WASHINGTON, DC, SEPTEMBER 19, 1985

Serial No. 99-48

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REAUTHORIZATION OF THE HIGHER EDUCATION ACT

Title III: Developing Institutions

Volume 6

TUESDAY, JULY 30, 1985

House of Representatives,
Subcommittee on Postsecondary Education,
Committee on Education and Labor,
Washington, DC.

The subcommittee met, pursuant to call, at 10 a.m., in room 2175, Rayburn House Office Building, Hon. William D. Ford (chairman of the subcommittee) presiding.

Members present: Representatives Ford, Owens, Hayes, Bruce, Dymally, Hawkins, Gunderson, McKernan, and Goodling.

Staff present: Thomas R. Wolanin, staff director; Kristin Gilbert, clerk; Richard D. DiEugenio, senior minority legislative associate; and Rose DiNapoli, minority legislative associate.

Mr. Ford. I am pleased to call to order this hearing of the Subcommittee on Postsecondary Education.

This is our 14th hearing on reauthorization here in Washington. Thus far, as have amassed approximately 75 hours of testimony; we have nine more Washington hearings and one more field hearing before we begin marking up the bill.

Today's hearing will focus on the programs contained in title III of the Higher Education Act, institutional aid. This is our first hearing on a program that does not provide assistance to students. Title III is the largest nonstudent assistance program in the Higher Education Act funded in fiscal year 1985 at $148.3 million. Title III was part of the original Higher Education Act of 1965 and it has had a long and sometimes controversial history when it was known as the Developing Institutions Program.

It might be useful for me to quote from President Johnson's 1965 education message to give us an idea of where title III started from. With respect to title III, President Johnson said:

> I recommend that legislation be enacted to strengthen less developed colleges. Many of our smaller colleges are battling for survival. About 10 percent lack proper accreditation, and others face constantly the threat of losing accreditation. Many are isolated from the main currents of academic life. Private sources and States alone cannot carry the whole burden of doing what must be done for these important units in our total educational system. Federal aid is essential.

This morning, before we proceed with the panel, I see my colleague now of 21 years sitting there, and I know he is a very busy and active person. I would like to call the Honorable John Conyers forward first before we begin with the other panel.

STATEMENT OF HON. JOHN CONYERS, JR., A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MICHIGAN

Mr. **Conyers**. Thank you, Mr. Chairman, and my colleague from Michigan, chairman of the Education and Labor Committee, and members of the subcommittee. I am very delighted to be here to address this question. I don't often testify before this subcommittee and it is my pleasure today, on behalf of my colleagues in the Congressional Black Caucus, to come to the committee and voice my support for the reauthorization of the Higher Education Act of 1965, and also to try to put a little focus on title III of which many of you are very experienced.

I know that President Shay of Marygrove College, a college in my district, almost in my neighborhood, is testifying here. He is a very good friend of mine. Not too long ago we met in Detroit, Congressman Ford, with the presidents of all the colleges and universities in the immediate area. We were talking about these related matters, of how we get more people into college and through college, how we make the college experience more meaningful, and how we provide the support that has slowly been coming since your and my coming to the Congress in giving these institutions the kind of support that they need. I didn't know at that time that I was going to end up here this morning testifying, but it is very important.

What I want to do is lend an oar to the bill that has been introduced by Chairman Hawkins, H.R. 2907, and it is my hope that the measure, especially that feature dealing with the historical black colleges and universities, will be ultimately incorporated into the Higher Education Act which is under consideration.

I make this endorsement because I am a firm believer in our Nation's historically black colleges and universities which, since 1850, have provided hope for hundreds of thousands of black Americans. I might add that they even today continue to do the same thing.

Now, while there are numerous higher educational institutions that are predominantly black in Detroit, there are no historically black colleges and universities; yet, not a day passes that I don't see able men and women, talented graduates of these historical black institutions, which are, of course, located mostly in the South.

A large number of Detroit's black doctors and dentists, lawyers, teachers, and other professionals graduated from these traditional black institutions. When you and I talk with them, they will quickly tell you that if it had not been for those institutions, they wouldn't be in the professional fields they're in today. In many cases, particularly if you lived in the South and were black, you, in effect, had no choice but to attend these institutions, because racism then was, in effect, the law of the land.

We still are experiencing the vestiges of it, and notwithstanding all of our civil rights activity that every member of this subcommittee has participated in, we still have a long way to go and a lot more work to be done, especially in education.

One of the subcommittees in the Judiciary Committee that I sit on recently interrogated the gentleman in the Department of Education who is charged with civil rights enforcement. The more I listened to him, the longer and sadder the story got as to why so little desegregation had been accomplished. As all of you know—and I see some presidents of black universities here sitting behind me—we are now experiencing resegregation. So we have a tough job here, and I think in the hands of the leaders of the Education and Labor Committee, we are going to come out of this all right. I feel very good about it.

Today, many say there is no longer a need for historically black institutions, that in today's world we have come far enough or we have made so much improvement that they are, in effect, relics of the past. But I don't think they are dinosaurs. As a matter of fact, I don't think anything could be further from the truth. A handful of black institutions still produce half the black graduates in America—as a matter of fact, 62 percent of them. So what we see almost all the black doctors came from either Meharry or Howard up until just recently.

So what we have is a situation in which out of 3,000 colleges in America, half of all the blacks who have graduated are from some 100 institutions. That is to say, 3 percent of the colleges in America graduate still, in 1985, more than half of the black graduates in the United States. Up until a few years ago, it was a much higher percentage than half. It was 85 percent.

Many of us remember the stories that Congressman Parren Mitchell used to tell, when during this age they paid him to go to school in Maryland, to leave the State to go to another university, because they would not tolerate him in an institution that wasn't an all-black university.

So when we look at the current unemployment levels among blacks, the poverty levels, the infant mortality, the disproportionate number of blacks in our prison system, you know, deep in our hearts we must recognize that equality and justice for many black Americans are still distant dreams. The fact of the matter is, South Africa isn't as far away as a lot of people think it is.

Under the current administration, things have gotten worse, as everybody on this committee knows, in terms of civil rights progress. This is the first time in American history that the head of the Civil Rights Division in the Department of Justice couldn't get promoted, his job was so dismal. I am proud to say that it wasn't a partisan effort over on the Senate side that turned him away. It was a bipartisan effort. But it speaks to the problem that I am trying to bring out here.

So what we have got to do is recognize that things are tough out here. They are difficult. Black students are now dropping out of school, being forced out, can't get back in, and, in some circumstances, we find that the administration was even at one time trying to give tax breaks to schools that overtly practiced racial discrimination in their admission policy.

Now, these black institutions, both private and public, were started by either religious denominations or by State mandate. In the case of State schools, the States just, frankly speaking, preferred to start black colleges rather than integrate the existing institutions for whites only. The problem was that never, even with our best and recent efforts, did we allocate equal financial resources to the black institutions. I remind you that these practices were reinforced by the laws of the land, the Federal law and the Federal Government. It wasn't that long ago that all of us remember that a Governor in Alabama stood in the doorway of a university and said: "Never." Today, I am happy to report he is a member of the Rainbow Coalition—at least he says he is. [Laughter.]

It may surprise some of you that the Nation's historically black colleges and universities have never practiced discrimination. You know, I went to a dentist, Mr. Chairman, in Washington, DC, a few years back. As a matter of fact, the dentist was referred by Chairman Rodino in Judiciary. He was not a black dentist, and he had a Howard University dental certificate. He had graduated from Howard University. It's incredible. Down through the years, the one institution in our panorama of educational activities, the black universities and colleges have never discriminated.

So I am not here today to criticize or to take away from those colleges that have now become minority institutions by virtue of the fact that they have large black student populations or other minority populations. I think that they deserve their rightful allocation in the title III objectives and I think their rights will be preserved.

Let me just close by making this observation and I'll be through. What we need to do is improve title III, and that is what I think the Hawkins' bill is an effort to do. Everybody here knows what happened in the history. Back in 1965, we couldn't even do race-specific legislation. It would have blown the top off the place. So we used a lot of euphemisms. But there isn't anybody that was in the Congress or reads the Record that didn't know what President Johnson was doing then was trying to help the black schools.

Edith Green, who started this thing off—and I never thought I would be here testifying about the good works of Edith Green—but Edith Green did pull some good oars there back in the early days, in the middle period of her career.

But what I am saying here is that this program started off for the black colleges and the eligibility has gradually shifted over the years and a lot of other schools have gotten in on it, some schools that needed it, other schools I question. Maybe Oakland University in our area is a needy school; maybe Henry Ford Community College needs some more computer courses. But they sure don't compare with the black colleges that have a few hundred students and have been hanging on by their nails for 50 years or more. Some of them have folded, as you know, and others are on the brink.

So what we have got to do is ask ourselves how we preserve these colleges and how we recognize the valid difference between minority colleges, or colleges with a minority of black, or minority students and the historically black colleges. I think that is probably the crux of what we're going to be doing here today.

That sums up my remarks. I thank the committee for indulging me in this opening statement.

[Opening statement of Hon. John Conyers follows:]

OPENING STATEMENT OF HON. JOHN CONYERS, JR., A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MICHIGAN

Chairman Hawkins, Chairman Ford, and distinguished members of the House Subcommittee on Postsecondary Education. It is my honor, on behalf of the members of the Congressional Black Caucus, to have the opportunity to come before this committee and to voice my support for the reauthorization of the Higher Education Act of 1965. Not long ago, I met with various college presidents in the Detroit area, and they indicated that this was a matter of critical importance to them and the students which they serve.

Second, I would like to lend my strong endorsement for H.R. 2907, the Institutional Aid Act of 1985, which has been introduced by Chairman Hawkins. It is my hope that this measure, especially the black college and university section, will be incorporated into the Higher Education Act which this subcommittee is considering.

I make that endorsement, Mr. Chairman, because I am a firm believer in our Nation's historically black colleges and universities, institutions which, since 1850, have provided hope for hundreds of thousands of black Americans. I might add that they continue to provide that hope today.

While there are numerous higher educational institutions that are predominantly black in Detroit, there are no historically black colleges or universities yet, not a day passes that I don't see the abled men and women of these historically black institutions which are mostly located in our southern States.

A large number of Detroit's black doctors, dentists, lawyers, teachers and other professionals graduated from the Nation's traditional black institutions. When you talk with them, as I have on many occasions, they will quickly tell you that had not it been for these institutions, Mr. Chairman, they most likely would not have been in the professional fields which they serve today.

In many cases, particularly if you lived in the South, you had no choice but to attend these institutions because racism was, in effect, the law of the land.

I might add Mr. Chairman that several of my staff members are graduates of black institutions, or have taught at these institutions.

Today, many say that there is no longer a need for our historically black institutions. That in today's world, they have become dinosaurs. Nothing could be farther from the truth. A handful of black institutions still produces half of the graduates in America who are black. In fact, 62 percent of blacks who received their undergraduate degrees received them from black colleges, and 45 percent of all blacks who received their masters degrees obtained them from these institutions, and half of the practicing black doctors in the United States received their medical degrees from Meharry Medical College or Howard University.

It is incredible that less than 1 percent of the 3,000 colleges and universities in America have produced more than half of all blacks who have graduated from our higher educational system.

When we look at the current high unemployment rate among blacks, the high poverty level, the high infant mortality rate, and the disproportionate number of blacks in our prison system, deep in our hearts, we know that equality and justice are still distant dreams for 30 million black Americans.

Under the current administration, things have gotten worse as evidenced by their steady assault on affirmative action, civil rights, voters' rights, and educational laws. In fact, it was this administration that proposed giving tax breaks to higher education institutions which practiced overt racial discrimination.

These institutions, both private and public, were started by either religious denominations or by State mandate. In the case of the latter, States preferred to start black colleges rather than integrate existing institutions for whites only. The problem was that they never allocated equal financial resources to the black institutions.

I remind you that these practices were reinforced by the laws of the land, including those of the Federal Government. It was not that long ago that the Governor of Alabama stood in the doorway of the University of Alabama and said: "Never." Today, he is a member of the Rainbow Coalition.

It may be a surprise to some of you that the Nation's historically black colleges and universities have never practiced discrimination, and that their doors have always been open to students and faculty regardless of race, creed or color.

Mr. Chairman, I am not here today to criticize any of Nation's 3,000 higher educational institutions. In my own district, there are a variety of public, private and religious-affiliated institutions, and many of them have done a very good job of educating minority students. But the fact remains that the majority of black college graduates attended one of the 105 historically black colleges and universities in America.

It is important to note that the vast majority of these graduates come from families that are poor. Yet, black colleges and universities for the past century have almost always been able to provide them with a good education. Many who come from economically disadvantaged areas tend to return to help others, and when I think of the number of black leaders and professionals such as Justice Thurgood Marshall, Judge Wade McCree, Judge Damon Keith, Detroit Mayor Coleman Young, Congressman George Crockett, Jr., and Superintendent of Highland Park's School System, Dr. Thomas Lloyd Jr., who have been produced by black colleges and universities, one can easily see that they have done a tremendous job, and their work is not yet completed.

It is with these thoughts in mind that I encourage members of this committee to incorporate H.R. 2907 into the bill reauthorizing the Higher Education Act. We have seen what can happen to a society where higher education is available only to the wealthy and the middle class. Remember "A mind is a terrible thing to waste."

I would also like to include in for record, an editorial which appeared in the July 27 issue of the Michigan Chronicle, a black newspaper in Detroit, on the importance of our black colleges and universities.

[From the The Michigan Chronicle, July 27, 1985]

A Matter of Black Pride

One of the tragic stories of our times is the plight of the predominantly Black institutions of higher learning in this country. There are a number of factors involved in what appears to be continuing deterioration of many of these institutions, particularly those which are privately endowed. Prime among these factors is the obvious lack of interest on the part of the alumni, many of whom used these schools as stepping stones to successful careers.

According to a report in a recent edition of the Chronicle of Higher Education, "four prominent, historically Black institutions are having accreditation problems, and all four exhibit the same pattern: declining enrollment, internal turmoil and multi-million dollar deficits.

"The institutions, all of which are now fighting to retain accreditation, are Bishop College, Cheyney University, Fisk University and Knoxville College. One two year institution, Motown College, also remains on probation, because of its weak financial condition."

A check of the Black "Who's Who in America" would reveal a number of highly successful Americans who are alumni of the above mentioned colleges, particularly Fisk University in Nashville which was once one of the most prestigious of the nation's privately endowed schools.

The problems at Fisk have made national headlines over a period of years and yet there seems to be a total inability to come to grips with the financial and administrative policies of the university that would enable it to plow its way through troubled waters.

The stories emanating from the campuses listed above are being repeated on a number of other campuses and danger signals are being heard loud and clear. There are several organizations which are attempting to address themselves to the concerns of the traditional Black colleges which deserve national concern, if for no other reason than the remarkable contributions they have made to the nation as a whole. Somehow, somewhere, however, there must be an awakening of Black Americans to a responsibility that has not yet been properly assumed.

Close to a half century ago, Frederick Patterson, then president of Tuskegee Institute, saw the threatening clouds on the horizon when he began to note the decline in private philanthropy that had kept the doors of the predominantly Black colleges open. With the aid of Ira Lewis, then publisher of the Pittsburgh Courier, Patterson launched an idea that became the United Negro College Fund (UNCF).

The UNCF was the initial attempt to have Blacks become more involved not only in the financial support of the colleges which had become the cornerstone of education for Blacks across the nation, but also in having the alumni of these schools become more active in the affairs of the institutions.

The UNCF has served valiantly ever since it was created by these two forward looking men and yet it has failed to sufficiently involve enough of the communities across the nation in keeping these institutions alive.

There is still a great need for the Black colleges in spite of the great advances made since the UNCF was organized in opening the doors of institutions that once barred persons of color from their domains. The Fisks, the Cheyneys, the Bishops, the Knoxville and Morristown colleges must be kept alive. It is obvious, however, that there must be a much greater involvement of concerned Blacks in the affairs of these schools.

There is no reason why the citizens of Pennsylvania should have allowed Cheyney, a state supported institution, to have reached a point where its accreditation is being threatened because of what the assessment commission charged was "years of neglect." There is no reason why Fisk University, one of the great traditions of Black America, should reach the point where it faces the possibility of having to close its doors.

The painful crisis facing these institutions are a challenge to every Black American concerned about the future of their children. It is a challenge that must be faced or this whole matter of interest in Black pride will have to be re-examined.

Mr. FORD. Thank you, John.

We have stood together on a good many issues in the last 21 years, and it was your hard work for many years that brought out of my other committee, wearing my other hat, the Martin Luther King national holiday—not once, but we brought it out a couple of times—and the last time we were successful.

I would like to share with you some of the research we have done on this. First I would like to tell you that I, too, have not made a habit of quoting Edith Green, except that just 2 weeks ago I had the rare opportunity of spending a couple of hours with her. I told her that we had this problem of conception about title III: "When and to whom, Edith, did you make a commitment that this title was designed specifically for historically black colleges?" "No one ever and I would be happy to testify." I don't think we really ought to bother Edith to come in from Oregon to testify.

However, administrators of historically black colleges have been telling me for years that somebody, some time, said this title III program is aimed at us. It was, just as Pell grants are aimed at those schools, just as student loans, both direct and guaranteed loans and the other programs are aimed. But they were never aimed at the school because it was historically black. They were aimed because in that cluster of schools there was at a time a substantial number of them that were struggling to stay alive and bring up their standards. This program was designed to and I think has very effectively helped many of them.

We can't give data beyond 1982. That is the last full school year that we have data for. But there were 1,102,000 blacks enrolled in postsecondary education during the school year of 1982-83, which makes up 8.9 percent of the total 12 million students in postsecondary education—20 percent, or 216,000 of that 1,102,000, were enrolled in historically black colleges. So I was very interested in your last comments that we have not given enough concern to the schools that are, indeed, serving majority populations of blacks because they weren't created as segregated institutions. The State historically black colleges were, as you mentioned, frequently created as an alternative to permitting blacks to enter the State college system.

One that is most noteworthy to me, when you look at what the department over there has called a developing institution, is Texas Southern University. The story I have heard in Texas is that that university was created for the express purpose to head off a lawsuit brought by a black student who wanted to enter the University of Texas Law School. Rather than, in their view, impacting on the

University of Texas directly, they created a State university for students of that kind.

Now, I don't think it is any secret that the University of Texas system is the richest school system in the country. The tuition, John, for a medical student at any one of the four medical schools in Texas is about $500 a year. It is much, much more than that in our public schools in Michigan. That school has received $5 million under this program as a developing institution. It doesn't make a whole lot of sense to me that a school that is part of a system that owns 7,200 producing oil and gas wells, and brings in over $12 million a month into their endowment, needs money out of this very scarce little pot that we have. I don't know if there is any other school in Texas that gets the money, but the explanation of the department for Texas Southern getting it is because it's a "historically black college." What they aren't saying is it's a college that was created to keep blacks out of our college system.

Texas Southern is a very strong institution and, as a matter of fact, it draws students of all kinds from a very large part, geographically, of Texas. But the 80 percent of the black students enrolled in other institutions are frequently found in schools that are predominantly black but not historically black. Although only 1.8 percent of all students in postsecondary education, schools of any kind, are in this select list of historically black colleges, 31 percent of the money last year went to those schools. That may be the reason why there are people who believe that it was designed to primarily target on those schools because of the nature of their creation.

If you look at some specifics that are close to you and me, Wayne County Community College currently has 11,000 black students, 55 percent of its whole student body. Wayne County Community College has received only $3.9 million since title III started. If there is ever an institution that has had problems and is a developing institution that needs help, it certainly is Wayne County Community College. You and I know the troubles they have been through and the difficulties they have had.

The 16 units of the City University of New York which consists of 9 4-year colleges and 7 community colleges, currently enroll 52,500 black students. They also enroll 33,250 Hispanic students. That whole system, all 13 schools, has been developing as probably the single largest educator of minority students in the country and has received only $11 million to all of the schools combined since the inception of the program.

Now, on the other hand, Tuskegee—where, incidentally, in the last reauthorization, I believe we built a library, the Chappie James Library—enrolls 3,200 black students, and Tuskegee has received $18 million from the program. There is something a little out of balance with those numbers to me.

Bishop College in Texas enrolls about 850 black students and it has received $10.1 million. That leaves you with CUNY enrolling 16 times as many black students as Tuskegee and receiving about two-thirds as much title III money as Tuskegee. CUNY enrolls 62 times as many black students as Bishop College but it has received about the same amount of money over the life of the program. Wayne County Community College enrolls 13 times as many black students as Bishop and has received only 39 percent of the amount of money that Bishop has received.

It is also worth noting that Wayne State University, which has never received any title III funds, currently enrolls 6,366 black students, which is 22 percent of its total enrollment. And while we understand the concern of people who want to preserve some concept that first you have to be on the list of a historically black college, then you have to have the characteristics of a struggling or developing institution to get help, it is getting more and more difficult to rationalize that.

I have one other problem with it, John. As you know, this committee and Chairman Hawkins has been in the forefront of this—has pushed the Secretaries of HEW and subsequently the Secretaries of Education to insist that the States do, in fact, break down their tradition, those States that still have vestigates of a legally created separate system, in a whole variety of ways.

We have seen States like North Carolina and Virginia resist and resist and resist and relentlessly—primarily this committee, going way back to when Adam was chairman—has pressed and pressed and said no, that is no longer the rule. Separate but equal doesn't count. And here we have some State institutions in States that we are being forced, properly, in my opinion, to enter into agreements to break down their segregated system that existed in the past, and then we say: "However, if—." Incidentally, one version of the bill that has come to me is that a historically black college will lose its money if it falls below 51-percent black population. So we would put a premium on not integrating in the school. That doesn't make a whole lot of sense to someone who has been fighting the issue from the other side as long as you and I have.

Then we look at what are the characteristics of these schools. The Secretary of Education had a less than spectacular performance before this committee. In one of his milder attacks on higher education, he suggested that the colleges have big endowments and why don't they use that money to help kids go to school. We came back at him and said that most colleges don't really have big endowments. But we have taken a look, and if you take out of the 3,000 colleges and universities in the country the 500 of that 3,000 who have the largest endowments, the top 16 percent, you will find that 9 of the historically black colleges that are struggling, weak, and poor, are in that top elite. Because after you go past 500, there really isn't much of anything. In all honesty, the lowest one on this list is the rank of 486, St. Augustine's College, and it only has a little over $5 million. Tuskegee is ranked, of all the colleges in the country, No. 203. That starts with Harvard with its $2 billion and Texas with its almost $2 billion now. Then it starts to fall rather fast after you get past the half-billion mark.

So it raises a question: Can you, in fact, believe that you put a priority on your status once, which was accepted in this country, separate but equal. But I thought the 1954 decision put that behind us. I have real difficulty with trying to structure title III in a way that says that a school that was created to keep blacks separated from other people in college should have money on a continuing basis, but a school that, indeed, that is in a State like ours, or in New York, where they have never had an official policy of segregation, clearly de facto segregation, and nobody will deny that. But nobody ever had the courage to stand up and take a position that that was the law of our States.

Indeed, I believe you and I attended the same institution in Detroit. It would come to a terrible shock to anybody if they thought that there was, from its very beginning, at the City College of Detroit and Wayne State University, a problem of segregation. Wayne State has certainly been a struggling institution since the days when we were there until now. It fights in the middle of a very difficult environment in a city that is having all the problems that can be had by a city, and a State that has had all the problems that any State can have. It has been choked off with State money and local money and it can't raise the tuition any higher at that school to keep themselves going. But I can't get them a single small grant because they are considered to be a developed institution. There are parts of that institution that could use this help.

There is something wrong when we put in the hands of administrators over there a program and they say: "Well, I'm sorry, we can't look at all those other characteristics of the school, and we don't really care who is going there; this is where the money is supposed to go."

Now, what I have just said to you causes people connected with the historically black colleges to say as they have been saying, that Bill Ford doesn't like the historically black colleges.

Mr. CONYERS. Oh, no; I disagree on that. I am going——

Mr. FORD. John, I have had the delightful experience of being told that in front of a crowd of 500 college presidents in California just 2 years ago. "Even though you don't like the black colleges, how about——" That's the way the question started. So I know it's there, all right?

Mr. CONYERS. Well, these hearings, Mr. Chairman, I think will go a long way to dispelling that.

Now, could I just make one suggestion in the procedural activity of this subcommittee? You're the chairman and you're going to run the show, but it seems to me that we're going to need a lot more time on this subject than one hearing. Somebody told me there's a ceremony in here at 12 o'clock, so that gives all the poor folks that have to follow me a few minutes' shot.

I think we ought to go into this as deeply as you want to, because I want to dispel the myth. I know we have been on the civil rights trail long enough since our coming here—and probably before because you were in the State senate—and a lot of things had to go down for us to get to the Congress to begin with. So let's everybody start out of the stall on the same path. I mean, we have got to resolve this. I think there is no better group of people in the Congress to do it than the members of this subcommittee. I want to join with you to help resolve this problem.

Mr. FORD. Thank you. I know we will be working together, John. Mr. Hawkins.

Chairman HAWKINS. I don't know whether or not I should get into this debate between my two friends from Michigan [laughter], as if we're talking about——

Mr. FORD. John and I consider what we have just done an agreeable discussion and discourse.

Chairman **Hawkins**. May I just take 1 minute—and I assure you I don't intend to take longer—because you're talking about a little bill that I happen to be the author of, H.R. 2907, a bill which has a companion bill in the Senate by our former colleague, Paul Simon. We worked a long time on this and I assure you we are not talking about automobile quotas. We are talking about individuals. We are talking about American education.

It has always been my concept—and I think this is supported not only by myself but by the courts—that it is not a matter of percentages; it is a matter that every individual in this country presumably is entitled to the full development of one's mind, and that even if a minority is denied that opportunity, that individual is not only denied a constitutional and legal right, but also the right to earn a living, and to support a family, and to be a good citizen. So I would hope that we begin these hearings in the sense of looking into all of the facts.

Now, the historically black colleges have, for more than 100 years, served a mission. We are not in any sentimentality asking that we go back to that mission—I hope we have gone past that stage. But the fact is the 1954 decision did not settle the issue of discrimination or segregation. We know that today we are supposed to be approaching or we are in the midst of a scientific age, and I think what we want to do is to see all of these institutions, not only the historically black institutions, but those that have been added, enjoy the privilege of survival.

Now, we think it is in the national interest, at a time when we should be establishing institutions, broadening the concept of education, both excellence as well as equity, that it would be uneconomical and a serious mistake for us to allow institutions to close up when we should be creating them. So I think that title III goes a long way in that direction. It does provide that education based on proximity, on tradition, on lower tuition costs, on acceptability and many other concepts.

So the problem is not a simple one. I have deep sympathy for both of you who disagree, but it is not a simple one. I think that we must recognize that many of these institutions are in trouble not because they are inferior, not because they are not needed, but they are in trouble because funding for education has diminished, tuition costs have increased, and we have so many other problems on top of these. School facilities have aged, research money has been badly allocated—there are many reasons why they are in trouble.

I think this little bill is an attempt to address that wrong and I hope that as we go through this we will listen to the witnesses and make a determined decision not based on racism or on the fact that they are historically black—because now they are not necessarily black in every instance—but on other considerations.

Let me just take one second, Mr. Chairman, to commend you on the hearings that you have held and all of the groups that have consulted with me as chairman of the committee recently. They have commended this subcommittee on the number of hearings that you have held. No one perhaps knows that better than I do because I have to sign a lot of vouchers. [Laughter.] You have gone every place in this country and I hope you will continue.

I think it will be said that this bill, when it is approved by the House, will be the one most discussed, the most debated one, and possibly this will be one of the controversies that will have to be reconciled. But you have done an excellent job on this subcommittee and I certainly want to commend you on that, on the hearings that you have had. I think this will be a bipartisan bill and it will be a bill that can be supported by all of the people of this country. I just hope it will include H.R. 2907.

Thank you.

Mr. **Ford**. The chairman is very persuasive.

Mr. Goodling.

Mr. **Goodling**. I just want to apologize to my colleague for having to leave in the middle of your testimony. Unfortunately, I have a 10 o'clock appointment every Tuesday morning. I am sorry I didn't get to hear all the testimony, but I will read it.

I would just say what the chairman just said in relationship to this committee. I would tell him that you are not signing those vouchers for any junkets because we usually get into the town at midnight, having hearings from 9 until 2 the next morning, and are back in Washington by 3. In fact, we're not even sure which town or city we were in. We never really get to see it.

Mr. **Ford**. Thank you.

Mr. Owens.

Mr. **Owens**. I would like to make a few remarks. Again, I would also like to thank you for holding this hearing today and to congratulate you on the thorough job being done on this series of hearings relating to the reauthorization of the Higher Education Act.

I would like to start by stating we are here to consider in title III the special status of a group of educational institutions, and I don't think we should hesitate to use the word "special" because educational institutions all over the country are beneficiaries of some special status in one way or another. Many educational institutions are fortunate in that they receive a large percentage of Federal grants from various Federal departments and Federal groups like the National Science Foundation and the National Institute of Mental Health.

The Defense Department contracts, if you look at which groups receive the greater portion of those contracts, you will find there is no fairness, no evenness, in the distribution. There is no equality. By reasons, often good reasons, there is an unevenness in the distribution. You will find in most instances the historical black colleges are not the recipients and they don't receive grants from Federal departments like the Department of Defense or the National Science Foundation.

They don't receive grants from the large, private foundations. You will find there is a skewing in terms of the institution which receives the greatest number of grants to do research and various other kinds of projects from the large, private foundations. You will also find an unequalness in terms of those institutions that were fortunate enough to have some kind of base rising out of the accidents of history. Emory University is the beneficiary of the Coca-Cola Bottling Co. that acts as their grand patron. They are very wealthy and do very well for that reason. Other schools in areas where industries prosper and therefore they have a base in terms of the prosperity that those industries have generated.

When you talk about historically black colleges, we are talking about a majority of those institutions who are struggling for survival. You can find several exceptions—Texas Southern University I think would be an exception. You can find some high tuition schools like Tuskegee, which historically had a national reputation with philanthropists contributing greatly to their endowment. You can find those kinds of situations and exceptions ought to be made. They shouldn't be treated the same within the group of historical black colleges. We shouldn't do things that are ridiculous.

But most of the historically black colleges are struggling. I happen to be a graduate of a historical black college, Morehouse College, one that perhaps is struggling less and may be one of those in the near future that can be made an exception. Morehouse College, because of the kind of reputation it has enjoyed as being the college that Martin Luther King graduated from, and George Crockett, and a number of other famous leaders, has a larger number of people applying now. The ratio of applications to admissions is great. They can afford to act in ways which may be different from other historically black colleges.

But certainly, when I was there as a student in 1952, though I went in as a freshman, most of the youngsters there were poor, from very poor backgrounds. Most of them came from the South. That college played a vital role of nurturing at that point. There were many of us who were academically strong—you know, a quadratic equation is the same everywhere, a simultaneous equation is the same everywhere. Some of us math students went in and we were hot shots. But it was an intimidating atmosphere to come from the slums of Memphis, TN, and go into a black middle-class college, a black middle-class atmosphere. I had problems and many of the students had problems adjusting just because of the change in terms of class. So it is not surprising that many black students have problems adjusting to mainstream colleges.

We have a large dropout rate at the mainstream colleges and there are problems that have not been recognized. There are contributions that are made by role models provided by black faculty members that are invaluable and should be looked at. We have not looked at that thoroughly. We have not looked at the problems and determined just what kinds of things the black colleges traditionally have offered, which might be replicated, maybe, in the mainstream institutions, to stop the failures of the mainstream institutions to provide a nurturing atmosphere for black students.

I think between 40 and 50 percent of the blacks receiving doctorate degrees are graduates of historically black colleges. That is an important fact that ought to be examined. A large percentage of those who go on to get doctorates are graduates of historically black colleges, although those colleges are a very small percentage. We're talking about less than 100 or 120 colleges out of several thousand institutions in this country. Certainly we have already heard statistics which show the number of blacks that go to historical black colleges is much smaller than the number of blacks that go to colleges as a whole.

The fact that such large numbers go on to get doctorate degrees should be examined. Many of those students who get doctorate degrees from some of our best universities would not have been admitted to those universities as undergraduates. They could not have gotten in. But something took place between the time they left high school and the time they graduated and applied to schools for their doctorates. The transition period, the nurturing process, was there in the historically black colleges.

I would like to appeal to all of you to try to keep our perspective in terms of the amounts of money that we're dealing with in title III, the small number of institutions that we are helping to maintain and the kinds of benefits that many other institutions enjoy that these institutions don't enjoy. Even if we were just preserving the historical black colleges as national historical treasures, there is a valid argument that could be made. I think there are examples among these colleges of the best in the American tradition of self-help initiative and the preservation of whole communities and societies that are built around these colleges.

We talk about this as being aid to colleges and institutions and not to students. I disagree with that. This is aid that goes to students. They maintain institutions that are very vital for certain kinds of students. But, on the other hand, it is also aid that helps to hold communities together. I think the role of the black college in the black community is not one that we can dismiss as being one that is of no interest to educated people or people in Government.

I think there is also a legal argument that others can make better than I can, and that we cannot continue in American life to dismiss the debilitating influence of slavery and the oppressive years of second-class citizenship that followed slavery. That makes a special case with the historically black colleges involved in overcoming what happened as a result of those years of slavery. Slavery was a cataclysmic group trauma and we refused to recognize it for what it's worth. It broke families apart. It brought a group of people into America under conditions unlike any that any other group has faced. People glibly compare the kinds of problems that blacks faced with the problems faced by other immigrants and they have no relationship whatsoever. No other group has been forced to come, no other group has systematically undergone the kind of situation which black slaves had to endure, where families were broken apart as a matter of course, as a matter of guaranteeing greater profits. The whole tradition of a people wiped out deliberately, no other group has undergone that kind of trauma. People come, no matter how poor, they come with some contacts here already, or they certainly come with contacts back in the old country. They come with a tradition, and there are all kinds of other reasons why they don't compare with the kinds of cataclysmic trauma that was experienced by blacks in slavery and the oppressive years that followed slavery.

We cannot lightly dismiss the impact of more than 200 years of slavery and oppression, the oppression of second-class citizenship. It is to turn our backs on scientific reasoning and to say that the cause-and-effect phenomena of history is a trivial matter. And to say that black colleges don't deserve special treatment and don't have a special role is to turn our backs on that special cause-and-effect phenomena of history. I hope these legal arguments will be developed by other people. I think there is some basis in the 14th, 15th and 16th amendments that I have heard lawyers talk about. I will let them develop that.

The most compelling argument to me goes back to my original experience as a student at a historical black college. My original statement that they have a transitional, nurturing role that is not played by other colleges and is important on our higher education scene is the most compelling argument that can be offered. That role is still there. We are in an era now where elitism is in vogue. We don't like to think in terms of education being to add value to all people, and we don't like to admit the fact that we are entering an era where we're going to need education by more and more people at every level to play all kinds of roles, and that every educational institution we have is going to be needed. We are in a period now where we're trying to cut back and justify having fewer people get better education or education and more elitist institutions. I think that's a blind alley that we're going down and we're going to find as competition heightens with the Soviet Union, on the one hand, and with our commercial defenders in the free world, we are going to understand the need to have everybody more and more educated. Historically black colleges can play a valuable role in educating a segment of the population that nobody else can educate. They are the extremely poor that still have to be taken through this transitional nurturing process; they are the late achievers, the underachievers. There are a number of roles that can be played by these colleges. They don't always sell themselves that way and don't know themselves what their strongest points are, but I think this is still a fact of life.

It makes good sense to maintain that total higher American education constellation, to maintain the historically black colleges and not let them fall through the net. We are talking about survival in most instances.

In conclusion, I think we must help them survive because there is a unique role that they can play, that is in the best interest of higher education and is in the best interest of the country as a whole.

Thank you very much, Mr. Chairman.

Mr. Ford. Thank you.

As the gentleman noted, it is important in discussing title III to keep in mind what we are really talking about. This year title III had $148 million. This year the Pell grants, which are targeted at the lowest income students, wherever they go to school, had $3.7 billion in it. So what we are talking about here is not a dominant part of the direct Federal expenditures through the Department of Education.

While I don't frequently agree with the present occupant of the White House, he did issue an Executive order a couple of years ago directing Federal agencies not to spend more money but to redirect the money they were spending with colleges and universities specifically to the historically black colleges. In fiscal year 1983, that produced $178.6 million, a lot more money than we're talking about here, to historically black colleges. Interestingly, that was an increase of $40 million over 1982 before the Executive order was issued.

In the Executive order the President directed 27 agencies of the Federal Government that do contract fairly regularly with colleges and universities to set aside, if you will—and it sounds strange with an administration that fights against set asides—an allocation that they do, indeed, do this. It is, indeed, working.

Mr. CONYERS. Mr. Chairman, I had a 10-percent set-aside amendment on the military defense procurement bill. Ironically, we got very little support on that. We passed it in the House, of course. It provided for research and development for historically black colleges. That little piece alone could have provided quite a bit of money, to put it mildly, and we failed to inspire the capitalist fervor of the White House in terms of creating some black entrepreneurs and also some research.

If we examine some of these major universities, including our own, or the ones in our State, we find millions of dollars going into specialized activities that the black universities have yet to even begin to tap. So I join with the observation that sometimes the administration talks about helping black colleges but they're not always there when we start coming forward with the specific legislation.

Mr. FORD. Thank you.

Mr. Hayes.

Mr. HAYES. Thank you, Mr. Chairman. I'm going to make my remarks very brief.

I do want to apologize to my colleague, Congressman Conyers, for my lateness this morning, but I had a conflicting schedule which took me to the other body. We had a press conference on a very tragic situation and we are introducing legislation in both Houses on this high school dropout situation and I had to be there this morning. That is the reason for my tardiness, Mr. Chairman.

I share your opinion from what I heard about the possibilities of the need for time to really adequately get into this whole problem of the plight of the black colleges as we proceed to pare down the budget, oftimes at the expense of the future of our Nation.

I am appalled when I read statistics that say out of 34,000 students at the University of California in Los Angeles, less than 400 are black, or at the University of Illinois, where out of 22,000 students roughly less than 5 percent of those are black. The prospect for the future in these big institutions is going to be for the interest of black and poor students, the disadvantaged. It is an economic situation to some extent and it is going to be diminishing. Hence, it is going to be necessary for us to begin to bolster and do what we can to help these poor black institutions who need money, who need help, and certainly I will be working in this direction.

I must share with you—and the chairman of this committee and I just briefly discussed this yesterday on our return trip from Lowell, MA. He is concerned. I can understand part of his political problem with this kind of an issue. The Klan is very prevalent in his district and his opponent uses that against him, his support for this kind of thing. But I think we don't need to necessarily stop and pause on that account. I think we need to find a way on how to help him get reelected because of his support for legislation such as this.

I think we ought to have a hearing maybe in Detroit. I don't know whether it is physically possible, but I think we ought to give some consideration to having some testimony from the people from Wayne State University. If they have been shorted, I think we ought to find a way to correct that kind of situation. I see nothing wrong with going to Atlanta, where we have a nest of black colleges who historically have educated our lawyers and our doctors over the years and hear from them as to how we might be able to work closer together in order to solve their financial problems.

Our constituency mail is increasing. I am getting an increased number of visits from administrators of these schools. I certainly think it is the kind of thing that we cannot let this administration kill title III, which is a conduit for forming health and financial aid to these universities and colleges. I just wanted to say that.

Mr. CONYERS. Mr. Hayes, can I point out to you that if you came to Detroit, if this subcommittee chose to hold hearings there—which I would be very delighted to help in any way that I can—I could tell you that Wade McCree would come from the University of Michigan, the first black Solicitor General in our history, to testify for the importance of the Hawkins bill. I can tell you that Coleman Young—let's see, he's the mayor of the city of Detroit, as I recall it—[laughter] he would have a profound and highly intellectual observation to make about the nature of the Hawkins changes in title III.

Mr. FORD. As long as it didn't take any money from Wayne County Community College.

Mr. CONYERS. And he would battle for the other provisions in the Hawkins bill that preserves the money that is going to the needy colleges that are not black.

In addition, we would probably get Judge Damon Keith to fly in from Cincinnati on the Federal appeals court to join us. George Crockett himself, whose district we would be in if we held hearings anywhere in the downtown area, would testify as a Morehouse graduate, of which he has reminded me about 4 million times in the short period that he has been here in the Congress. A vice president of Wayne State University, Arthur Johnson, I think would be happy to testify about his experiences. Tom Lloyd, who runs the Highland Park School system, would be able to come forward.

So I think you're on the right track, Chairman Ford. I think with the kind of support that we're going to give as we really break this down—I don't think this is a subject matter that we can flopover and talk in a lot of generalities about. Major Owens used the term more than once about survival, and I think that is a necessity and an urgency that informs this particular hearing. I am very honored to have been able to kick off the discussion.

Thank you very much.

Mr. FORD. Thank you very much, John.

The next panel will be Mr. William Gainer, Associate Director of Human Resources Division, General Accounting Office, and he is accompanied by Mr. Joseph Eglin and Mr. Frankie Fulton.

Go right ahead.

STATEMENT OF WILLIAM J. GAINER, ASSOCIATE DIRECTOR, HUMAN RESOURCES DIVISION, U.S. GENERAL ACCOUNTING OFFICE, ACCOMPANIED BY JOSEPH J. EGLIN AND FRANKIE L. FULTON

Mr. GAINER. Mr. Chairman, members of the subcommittee, we last studied title III in 1979, at which time we noted a number of deficiencies and recommended major changes in program design and administration. The Congress subsequently made a large number of changes in 1980 and at your request we are here today to discuss the changes that have been made in relation to the problems that we found in 1979. We hope it will provide some recent historical context for the policy framework in which this program has been evolving.

Our testimony, however, is based on a very limited update of the work that we did in 1979 involving a review of the legislation and the regulations in relation to the problems that we found then, and some interviews with Department of Education officials. We did not do any field work, nor did we have time to do so, or to evaluate the complete effectiveness of the kind of changes that were made.

In general, though, based on the work that we did, the changes made to the program since 1979 seemed to respond directly to the problems which we found at that time. The revised program uses clearer criteria for establishing program eligibility in selecting grantees and requires long-range institutional development plans, provides revised guidance for program evaluation, and makes changes in the program administration.

Title III was established to strengthen the academic quality of developing institutions and it was to do this by financing special projects and programs at individual colleges and by increasing the use of consortia and cooperative arrangements.

The 1980 changes, as everyone knows, divided the program into three categories of grants, but probably one of the most important changes was it shifted the selection of grantees to more of a formula-based approach which has tended, I think, to focus the grant money on colleges and universities which have low per-pupil expenditures and which have a high number of disadvantaged students among their student body.

Our studies of the program in 1979 and the earlier study in 1975 found a variety of problems. For example, we found that the term "developing institution" had not been clearly defined and that Education had not determined what individual institutions needed to be considered developed. Consequently, the program's impact was very difficult to measure. Also, we noted deficiencies in Education's administration of the program. To overcome the problems noted, we recommended a number of legislative and regulatory changes.

Our major concern in 1979 was the overall direction of the program. After 12 years and $700 million in grants, no school had been judged "developed" and the Office of Education did not know when any schools would "graduate" from the program. GAO concluded at that time that the program as designed was largely unworkable and recommended that Congress clarify the purpose of the program and that Education provide specific guidance on how this purpose was to be achieved.

We also found weaknesses in the procedures for selecting institutions for grants. The Office of Education staff made subjective eligibility decisions based upon a variety of quantitative and qualitative criteria and applications were then ranked using subjective factors such as good communications among administration, faculty, and students. Thus, there were very wide differences among the field readers who reviewed proposals and Office of Education staff in ranking grant proposals, and in the amounts of money they recommended for grant awards. Consequently, there was no mechanism to target grants to institutions which exhibited the greatest need or those which could benefit most, nor was there a mechanism to select projects clearly leading to institutional development. We recommended that the Office of Education develop and then administer a more effective process for selecting grantees.

Another problem in 1979 was that the financial controls over title III were inadequate. For example, some institutions made overpayments and charged questionable expenditures to the grants. This was a fairly widespread occurrence in the sample that we looked at. We attributed these problems to a lack of criteria for spending and accounting for grant funds, and insufficient monitoring of grants by the Department of Education. We therefore recommended that the Office of Education strengthen both these areas, particularly as regards grantee payments to assisting agencies for which we found many examples of questionable charges to grant funds.

Projects at some institutions were not clearly related to development objectives. Such problems were attributable to the program's lack of direction, the process for selecting grantees, and the lack of emphasis on these institutions' long-range development needs. We recommended that institutions be required to develop comprehensive development plans and that projects funded be guided by these plans.

Our final concern was with the quality of the annual external project evaluations which were required by the Department. The evaluations were often subjective, incomplete, not timely, and most importantly, they failed to provide any measure of whether the institutions' progress toward meeting development objectives were being obtained. We recommended that the Office of Education provide grantees with specific guidelines for performing evaluations and in turn utilize these evaluations in administering the program.

Following that report in 1979, Congress did make extensive legislative changes, as you know. The changes addressed many of the problems which we highlighted. For example, the title III program was available to virtually any institution, at least in terms of the way the rules and regulations were written. We believe this came about because of the difficulty of making an eligibility determination with the subjective criteria that the Department used. The revised program includes standards which do provide an upper limit on the number of schools eligible and establish criteria for ranking eligible schools. According to the Department, about 1,400 schools now probably qualify for title III assistance.

Also according to Department officials, the selection process for awarding grants has improved. For example, each school is now required to submit a long-range development plan and Education reviews each proposal in relationship to that plan. Field readers are also provided with less subjective criteria for ranking and making funding recommendations. Education has also made changes affecting controls over funding and financing projects, although we did not specifically look at those financial controls. But they characterize these as providing greater reliance on long-range plans for deciding what acceptable expenditures are, eliminating assisting agencies in their previous role, adding field staff to work with headquarters representatives conducting monitoring visits to provide feedback to schools, and better evaluating how institutions are progressing against their long-range plans.

In summary, many of the problems we pointed out earlier have been addressed in the revised law. The program probably funds numerous projects which would otherwise not be possible for these institutions. Furthermore, these projects are now linked to long-range development goals which are developed by the institutions themselves.

Yet no institutions have, as of yet, "graduated" from the program. For example, since the beginning of fiscal year 1982, 560 institutions had received title III funding through fiscal year 1984. Of this number, 16 will have been in the program at least 20 years when their present grants expire. A total of 105 will have been in the program at least 15 years when their present grants expire.

Thus, I think one essential question in the program remains, at least in terms of the kind of things that we looked at in 1979, which were certainly focused in a certain way: are institutions which are receiving title III funds actually moving toward financial stability, and is the program grant money targeted in a way to allow these institutions to achieve that stability? Or is it a form of continuing subsidy to institutions which may or may not be any more stable at the end of the grant period or when the present grant structure expires? We believe that is an important question that ought to be addressed in the rest of your oversight on this program.

That concludes my prepared statement. We would be happy to answer any questions that you or any of the members have.

Mr. FORD. Thank you.

[Prepared statement of William J. Gainer follows:]

PREPARED STATEMENT OF WILLIAM J. GAINER, ASSOCIATE DIRECTOR, HUMAN RESOURCES DIVISION, U.S. GENERAL ACCOUNTING OFFICE, WASHINGTON, DC.

Mr. Chairman and Members of the Subcommittee:

We are pleased to be here today to discuss title III of the Higher Education Act of 1965, as amended. Title III is the largest source of direct federal aid to institutions of higher education, providing $141.2 million during fiscal year 1985.

We last studied the title III program in 1979, at which time we noted a number of deficiencies and recommended major changes in program design and administration. The Congress subsequently made substantive changes to the program in 1980. Today, we will discuss these changes in relation to the problems we found in 1979 to provide a context for the Subcommittee's deliberations.

Our testimony is therefore based on a very limited update of our prior work on the title III program, involving a review of regulations, and interviews with Department of Education staff. We did not have time nor did we attempt to evaluate the effectiveness of the many program changes which have been made. We also made no site visits to grantee institutions.

In general, the changes made to the program since our 1979 report respond directly to the problems we surfaced at that time. The revised program uses clearer criteria for establishing program eligibility and selecting grantees, requires long-range institution development plans, provides revised guidance for program evaluation, and makes changes in program administration.

BACKGROUND

On November 8, 1965, under title III of the Higher Education Act, the Strengthening Developing Institutions Program was established. The program was "to strengthen the academic quality of developing institutions which have the desire and potential to make a substantial contribution to the higher education resources of the Nation." The term "developing institution" was defined broadly, encompassing 4 year colleges, junior or community colleges, and institutions accredited or making progress towards accreditation. Each developing institution had to meet certain requirements. An institution had to be (1) making a reasonable effort to improve the quality of teaching, administration, and student services and (2) struggling, for financial or other reasons, to survive and be isolated from the main currents of academic life. The purpose of the program was to strengthen these institutions by financing special projects and programs at individual colleges and by increasing the use of consortia and cooperative arrangements among institutions. Typical grants funded projects for visiting scholars, administrative improvements, teaching fellowships, and curriculum development. The law also allowed for the funding of "assisting agencies," which were third-party institutions and organizations (such as other schools) to aid in development.

In 1980, the Congress made major revisions to the title III program. Title III was subdivided into three parts: the Strengthening Institutions Program (Part A); the Special Needs Program (Part B); and the Challenge Grants Program (Part C).

An important feature of title III since the 1980 revisions is that funding is specifically aimed at institutions which enroll a relatively high proportion of lower income students. In general, an institution's eligibility is determined by its spending per full-time equivalent student and the proportion of students participating in needs-based student aid programs. In 1983, Part C was further amended to include a provision for endowment grants.

GAO REVIEWS OF TITLE III

Our studies of the program in 1975 and 1979 [1] found a variety of problems. We found that the term "developing institution" had not been clearly defined and that Education had not determined what individual institutions needed to be considered developed. Consequently, the program's impact could not be readily measured. Also, we noted deficiencies in Education's administration of the program. To overcome the problems noted, we recommended a number of legislative and regulatory changes in program design and administration such as: clarifying program direction, improving grantee selection procedures, strengthening controls over funds for program projects, improving project planning and administration, and ensuring effective evaluations of project performance.

Our major concern in 1979 was the overall direction of the program. After 12 years and $700 million in grants, no school had been judged "developed" and the Office of Education did not know when any schools would "graduate" from the program. Thus, measuring progress or program impact was difficult. We concluded that the program as designed was largely unworkable and recommended that the Congress decide, in light of the pervasive problems, whether the program should be continued. To do so, the program purpose would need to be clarified and Education would need to provide specific guidance on how these purposes were to be achieved.

We also found weaknesses in the procedures for selecting institutions for grants. The Office of Education staff made subjective eligibility decisions based upon a variety of quantitative and qualitative criteria and applications were ranked using subjective factors such as "good communications among administration, faculty and staff." Thus, there were wide differences among the field readers who reviewed proposals and Office of Education staff in ranking grant proposals and in the amounts they recommended for funding. Consequently, there was no mechanism to (1) target grants to institutions which exhibited the greatest need or those which could benefit most, or (2) select projects clearly leading to institutional development. We recommended that the Office of Education develop and administer a more effective process for selecting grantees.

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[1] "Assessing The Federal Program For Strengthening Developing Institutions Of Higher Education," MWD-76-1, Oct. 31, 1975; and "The Federal Program To Strengthen Developing Institutions Of Higher Education Lacks Direction," HRD-78-170, Feb. 13, 1979.

Another problem in 1979 was that the financial controls over title III funds were inadequate. For example, some institutions made overpayments and charged questionable expenditures to the grants. We attributed these problems to (1) a lack of criteria for spending and accounting for grant funds and (2) insufficient monitoring of grants by Education. We recommended that the Office of Education strengthen both areas, particularly as regards grantee payments to assisting agencies for which we found many examples of questionable charges to grant funds.

Projects at some institutions were not clearly related to development objectives. Such problems were attributable to the program's lack of direction, the process for selecting grantees, and the lack of emphasis on these institutions' long-range planning. Consequently, many institutions relied heavily on standard programs being sponsored by assisting agencies, even though there were no assurances that these would assist their development. We recommended that institutions be required to develop comprehensive development plans and that projects funded be limited to these plans.

Our final concern was with the quality of annual external project evaluations required by Education. It provided little guidance on how they were to be performed. The evaluations were often subjective, incomplete, not timely and most importantly failed to provide a measure of the institutions' progress toward meeting development objectives. Thus, the evaluations were of little use to either the institutions or Education in administering the title III program. We recommended that the Office of Education provide grantees with specific guidelines for performing evaluations and in turn utilize these evaluations in administering the program.

THE CURRENT TITLE III PROGRAM IN RELATION TO EARLIER PROBLEMS IDENTIFIED BY GAO

Following our 1979 report, Congress made extensive legislative changes in 1980. The Department has also substantially altered its administration of the program.

These changes in title III address many of the problems we highlighted. For example, the title III program was available to virtually any institution, given the difficulty of defining eligibility. The revised program includes standards which provide an upper limit on the number of schools eligible and establish criteria for ranking eligible schools. According to Department of Education officials, about 1,400 schools probably qualify currently for title III assistance. Also, the grants are frequently nonrenewable, insuring that institutions will eventually cease to rely on title III program funding.

Also according to Department officials, the selection process for awarding grants has improved. For example, each school is now required to submit a long-range development plan and Education reviews each proposal in relation to that plan. Field readers are also provided with less subjective criteria for ranking and making funding recommendations. These readers are now screened so that schools submitting proposals do not have representatives sitting on review panels, thereby avoiding potential conflicts of interest.

Education has also made changes affecting controls over funding and financing projects. Education officials characterize these changes as:

Providing greater reliance on long-range development plans for determining projects to be financed;

Eliminating assisting agencies;

Adding field staff to work with headquarters' representatives conducting monitoring visits; and

Better evaluating how institutions are progressing against their long-range plans.

CONCERNS PERSIST IN THE TITLE III PROGRAM

In summary many of the problems we pointed out earlier have been addressed in the revised law. And the program probably funds numerous projects which otherwise would not have been funded. Such projects—particularly those aimed at developing faculty, improving financial management, and strengthening academic programs—are essential to long-range development.

Yet no institutions have attained a developed status through the use of title III funding, and Department of Education officials provided no evidence that any schools were approaching such a status even though some schools no longer receive grants. For example, since the beginning of fiscal year 1982, 560 institutions had received title III funding through fiscal year 1984. Of this number, 16 will have been in the program at least 20 years by the time their current grants expire. A total of 105 will have been in the program at least 15 years.

Thus the essential question remains: Are institutions which are receiving title III funds moving towards financial stability and being brought into the mainstream of academic life, or is title III merely a form of continued subsidy to institutions which are no more developed after years of assistance than when their participation first began?

Mr. Chairman, this concludes my statement. We will be pleased to answer any questions.

FUNDING HISTORY OF TITLE III

[$000]

Fiscal year	Basic program	Advanced program	Strengthening program	Special needs program	Challenge grants	Endowment grants	Total
1966 [a]							$5,000
1967 [a]							30,000
1968 [a]							30,000
1969 [a]							30,000
1970 [a]							30,000
1971 [a]							33,850
1972 [a]							51,850
1973	$51,850	$35,500					87,350
1974	51,992	48,000					99,992
1975	52,000	58,000					110,000
1976	52,000	58,000					110,000
1977	52,000	58,000					110,000
1978	52,000	68,000					120,000
1979 [a]							120,000
1980 [a]							110,000
1981 [a]							120,000
1982			$62,408	$62,408	$9,600		134,416
1983			62,408	62,408	9,600		134,416
1984			62,408	57,208	7,680	$7,120	134,416
1985 [b]			65,604	53,604	6,400	15,600	141,208
Totals	311,842	325,500	252,828	235,628	33,280	22,720	1,742,498

[a] In these years, funding was not subdivided by specific program.

[b] Estimated figures.

Source: Department of Education.

Mr. FORD. As you indicated, during the reauthorization that was completed in 1980 we did make a number of changes that were precipitated by the findings of that study. You mentioned a couple of times today the assisting institutions—is that what you said?

Mr. GAINER. Assisting agencies, if I recall.

Mr. FORD. Is that the consultants?

Mr. GAINER. Well, they were consultants or they were perhaps other schools or institutions or small firms that were set up to provide specific kind of services to the organizations.

Mr. FORD. I think it was some of the consultants who lost their contracts who precipitated a great deal of at least word-of-mouth publicity about the antiattitude of those amendments in 1980, because, indeed, we put a lot of them out of business, didn't we?

Mr. GAINER. I'm sure you did, although I think some of them are in business providing other services to the schools at this point.

Mr. FORD. But we put them out of business under this title.

Mr. GAINER. The difference, though, I think is that they don't play the policy role in deciding how grant moneys are spent that they may have in the past. The schools are much more in control of their own destiny under the amendments, and as far as we can tell, that looks like a positive change.

Mr. **Ford**. Thank you.

Mr. Hawkins.

Chairman **Hawkins**. Thank you, Mr. Chairman.

Mr. Gainer, may I ask that in the consideration of the summary that is contained on page 8, which gives the impression that title III funding has not assisted developing institutions to develop, whether or not many of the other variables that might impact on that conclusion were considered. For example, to what extent has the funding been substantial to actually say that title III funding has affected the school more than other variables? Have you considered the declining student aid assistance? Did you consider at all the many needy students that are depending on these institutions? Have you taken into consideration personnel costs which have gone up and all of these other factors? If not, would you say that these other variables may have a stronger impact on the stability of the institutions than merely title III?

There are a lot of nontitle III institutions that had serious difficulties as well. USC, which is one of the well-financed institutions in this country, and which happens to be in my district, has suffered some very rather serious financial difficulties and they are not depending on title III.

My question is, Do you consider the other variables as well, or do you merely conclude from a study of the direct funding of title III and base your conclusions on that?

Mr. **Gainer**. I should say that is really an open question and it is one that is very hard to answer, but you make a good point. That is, if you talk about assisting an institution that has serious financial problems, and you provide them a very small amount of money, you can't fault the program itself for not creating that kind of development or that stronger institution if the amount of money was spread very thinly. I think that may be a concern in any program like this where you have to make a tradeoff between touching a large number of schools and trying to target in on those in greatest need.

One of the criteria that may not enter into the allocation or the eligibility and funding process now is the measure of financial need or financial difficulty. Based on some of the examples that have been cited today by the chairman and others, it sounds like some of the schools receiving funding are really not in financial difficulty and I think that would probably be one of the key things that you would like to get at with a program like this.

Chairman **Hawkins**. Thank you.

Thank you, Mr. Chairman.

Mr. **Ford**. Thank you.

Mr. Goodling.

Mr. **Goodling**. Thank you, Mr. Chairman.

I, too, have a question on your testimony on page 8, where you indicate that 16 have been in the program at least 20 years by the time their current grants expire, and a total of 105 have been in the program at least 15 years.

Was part of your study to see whether during those 20 years and during those 15 years that the academic programs have improved in those institutions, that the faculty has been upgraded? Was that part of your responsibility? I suppose it is something we should have a private group do.

Mr. GAINER. I almost wish we hadn't put those numbers in there. As I pointed out earlier, we really didn't do any field work to update here. That was a problem when we did our work in 1979. We really couldn't get a fix on whether that progress was being made.

Mr. GOODLING. But in 1979, were you targeting on academic improvement or any of those kind of things, or was it just in relationship to their financial ability?

Mr. GAINER. We tried to develop some kind of criteria to see whether progress was being made against some idealized definition of "development." But we really couldn't come up with it, nor could the people in the Department at the time.

These statistics are really just in answer to a question that the chairman posed in writing, which asks are any institutions really graduating or being phased out of this program. As yet, those that have left the program have not been considered to be developed by the Department of Education. They can't give us an example of one that they feel is developed.

As somebody pointed out earlier, though, a lot of the newer grants, the ones that are renewable for a specific number of years, are going to start to expire in 1987, 1988, and 1989. Again, the Department at this point cannot say that those institutions are going to be developed in any sense of the word when they do lose their grants in the years to come.

Mr. GOODLING. Thank you, Mr. Chairman.

Mr. FORD. Mr. Owens.

Mr. OWENS. Yes; I think part of the confusion is inevitable, when you have a broad term like "developing institutions" and some of the oldest institutions in America preserve the right to find themselves as developing. I hope that we will get to the heart of the matter in terms of the title III emphasis on historically black colleges and that the need for certain developing institutions which also are having problems surviving, that some other terminology be found and some other way be found to help them.

My question is, it is not clear in your discussion of some of the confusion and lack of clarification what role the Department of Education played in all this. Was it always the institutions that were confused and responding in a strange way, or did the Department always know what it was doing and was some of the confusion the result of lack of clarity in the administration and implementation of the program?

Mr. GAINER. I guess one of the things that got us in trouble in 1979 was that we tended to lay that problem back to the Congress and say the way the program was defined it left a lot of discretion to the Department. The Department had considerable difficulty dealing with the terms that were defined in trying to select schools for eligibility on that basis.

The legislation in 1980 did tend to move away from the idea of looking at development in a certain sense and say one of the things we want to achieve with this legislation is to have a development plan, and the Department has implemented that. I think the criteria that was put in the law which targeted toward schools with low expenditures per pupil and high percentages of disadvantaged students tended to redefine the program somewhat away from the development goal.

The way I view Mrs. Hawkins' bill, it would tend to move further away from the development idea and try and get a much clearer focus from the Congress as to what they want this program to achieve.

Mr. **Owens**. Thank you.

I have no further questions, Mr. Chairman.

Mr. **Ford**. Mr. Hayes.

Mr. **Hayes**. Just one brief question. Time is of the essence.

This 1979 study by the General Accounting Office, you haven't made a study since. Do you have anything indicating you're going to do it soon or something of that sort?

Mr. **Gainer**. We have no plans at this time to do any further work on this program. I think it might be well to look at what the Congress does in this reauthorization and then let that settle down. Then that might the time to look and see how the program is working.

Mr. **Hayes**. Maybe a little prodding and support from the accounting department might help spur the Congress in the right direction. It could be helpful. [Laughter.]

Mr. **Gainer**. Yes, sir.

Mr. **Ford**. As a matter of fact, that is what happened in 1979——

Mr. **Gainer**. Do I have to answer that question?

Mr. **Ford** [continuing]. And what became clear in some instances was that there were people who were receiving the money, and not the institutions, who were called consultants. Their main function was to write the application for the grant. They were kind of a specialized group of people that are generally classified as "beltway bandits" here.

Some of us became concerned because we saw how much of the money that was supposed to be going to the schools was never getting out of this area. It was professional help of a different kind. These were not people who were going to the college and helping them improve their department of math or science or any of those things. Originally I think part of the concept was that a school that was, from an academic sense, considered to be weak, or in an administrative sense, would be able to enter into arrangements with a stronger sister school or a combination of schools where, for example, they had a strong math or science department and they could work together with them to help strengthen the weaker institution. That has happened in many cases, and we don't know what degree of success has been achieved through that.

But there came to be a substitution of a strong college or institution working with the colleges and these independent contractors were taking their place. There were a lot of unhappy beltway bandits when we made the changes and said that you spend the money either at your own institution or another institution for educators to work with you, not for people with a "hunting license" down here that write applications.

That may or may not have accomplished its original purpose, but I haven't seen as many of these "hunters" around as we used to.

The money, even though we never get enough for title III, continues now, I think, to go directly to the institutions.

Mr. GOODLING. Mr. Chairman.

Mr. FORD. Yes.

Mr. GOODLING. Before I forget it, Congressman McKernan gave me a statement from Congressman Fawell that he wished to have included in the record. In that he sings the praises of Illinois Benedictine College in Lisle and how well they have done because of this program. So I ask that we submit that for the record.

Mr. FORD. Without objection, it will be included at this point in the record.

[Prepared statement of Hon. Harris W. Fawell follows:]

PREPARED STATEMENT OF HON. HARRIS W. FAWELL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS

Mr. Chairman, thank you for giving me the opportunity to present a statement before the Subcommittee on Postsecondary Education regarding the reauthorization of Title III of the Higher Education Act.

As you know, Mr. Chairman, Title III programs have traditionally constituted the largest source of aid to disadvantaged postsecondary institutions. Although black colleges have been the primary beneficiaries of Title III, many small colleges throughout the country, including one in my district, have also benefited from Title III programs.

Since its inception, Title III has been the focus of much criticism because many participating colleges and universities have failed to fulfill the program's goals of improving academic quality, management, or fiscal stability. The misfortune which has plagued many Title III participants, however, did not occur with a past recipient of Title III funds—Illinois Benedictine College in Lisle.

Title III has truly been a success story for IBC. In 1975, IBC received a three-year grant of $1 million under the then-called Advanced Institutional Development Program. This grant provided "seed money" to fund the development of programs in student life, academic curriculum, and planning and management of the college. Based on the success of the 1975 grant, IBC received a second grant for $780,000 in 1978 and a final grant for $525,000 in 1981 under the renamed Strengthening Development Institutions Program.

During the eight years of federal support, IBC has improved academically and managerially in numerous ways. First, IBC enhanced its curriculum by introducing academic programs in computer science and communications. Second, IBC developed new programs for personal and academic counseling, career planning, and student self-development. Third, Title III funds allowed IBC faculty and staff to enhance their professional development. Finally, these federal grants were integral to the college's establishment of the Access to Education program in 1981. This program has contributed toward enlarging the career potential for minority, educationally-disadvantaged, and adult women students.

The improvements made at IBC from 1975 to 1983 have been witnessed by many outside evaluators. According to George Hostert of Loyola University in Chicago, IBC is a "stronger and more complex institution than it was before these grants." In his evaluation report, Mr. Hostert claimed that the 1981 grant was a "monumental success." A similar evaluation was made by David Klopfenstein of Wheaton College. And according to IBC president Richard Becker, IBC is "better able to take on the challenges and uncertainties of the future. We are much more effective operationally today than we were eight years ago, and we are ready to adapt to changes."

It is my understanding that the success achieved by IBC through Title III is rare. In order to strengthen the program's effectiveness, perhaps the Department of Education should take a close look at other colleges currently operating Title III programs with results similar to IBC's, and then undertake efforts to have these outcomes duplicated by less successful Title III participating colleges.

I am also concerned about the Endowment Grants program funded under Title III. It appears to me that this program is a natural progression for colleges which have achieved academic self-sufficiency under the Strengthening Institutions program or the Special Needs program. Having completed one of these programs, the Endowment Grants program affords disadvantaged colleges the opportunity to become financially self-sufficient and less dependent on direct federal support.

Thank you very much, Mr. Chairman, for allowing me the opportunity to have these remarks presented to the distinguished members of the subcommittee.

Mr. FORD. Without objection, also, the statement submitted by Chairman Hawkins will also be inserted at this point in the record.

[Prepared statement of Hon. Augustus Hawkins follows:]

PREPARED STATEMENT OF HON. AUGUSTUS F. HAWKINS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA AND CHAIRMAN, HOUSE COMMITTEE ON EDUCATION AND LABOR

In the recent spate of critical studies and articles on the state of education in the United States, no education institution has emerged un-scathed in the nation's demand for more effective learning, more effective teaching, and more effective use of educational resources.

And there have been some respectable responses; at least in the area of pronouncements, announcements, and some actions, and the like, by teacher organizations, by elected officials, by some members of this Administration, by the private sector, and by groups which advocate for education issues.

The quest is for excellence in education; for quality in education; for equity in education; for equal educational opportunity; and for equitable access to the educational services provided by educational institutions.

In the early and mid-sixties, this Congress, responding to the articulated needs of this nation for equal educational opportunity for all of its citizens, and especially for those historically under-served, passed a series of laws designed to address the need for better education, and the need to better serve those traditionally served quite poorly by the nation's schools.

Among the education laws implemented by the Congress was the Higher Education Act of 1965. It included Title III of that Act, which mandated Federally funded programs to "improve academic quality, institutional management, and fiscal stability," of higher education institutions locked in a struggle to survive. These institutions, targetted as "developing" by the Act, were small, undeveloped and underdeveloped, lacked adequate physical facilities, had poorly equipped libraries, and were comprised of poorly students—who were sometimes very poorly educated. These institutions were more often than not—inadequately financed. It should not be surprising that Title III provided great impetus to these kinds of institutions to improve their lot. Among such institutions were the nation's Historically Black Colleges and Universities (HBCUs).

Struggling against a serious lack of financial resources, the nation's HBCUs, with the help of such programs as Title III, have been able to address some of their more pressing problems. In recent times however as Federal funding to higher education has been diminishing, the impact of this pull-back in funding has caused declines in the HBCUs in the numbers of undergraduate and graduate students attending school, serious problems regarding student financial assistance especially for financially poor student, and a noticeable deterioration of school facilities.

Of course other higher education institutions are experiencing similar difficulties, but to a much lesser extent than the HCBUs.

On the basis of these factors I believe that it is important to recognize the contributions that the nations colleges and universities have made to the society, and the importance of continuing realistic and adequate Federal support to these institutions.

Because I believe it is especially important to support promising, yet struggling, colleges and universities that primarily service low-income students, I introduced H.R. 2907, the Institutional Aid Act of 1985—a bill which will revise and modify Title III of the Higher Education Act of 1965. These modifications to the current law are essential if we are to continue the important access, matriculation and graduation roles played by institutions which seek to address the special needs of low-income students—both minority and non-minority.

This bill will eliminate confusion about institutional eligibility and provide direct assistance to minority institutions and traditional colleges and universities serving large numbers of low-income minority students.

The Bill also introduces two new concepts to the Higher Education Act which establish set-asides for historically black colleges and universities and for national origin-based higher education institutions.

These concepts are not new to Federal legislation and have found approval in related cases before the Supreme court.

The revision in my bill will: Modify the eligibility criteria to assure the eligibility of institutions serving large numbers of low-income students:

Combine part A & B, originated under the 1980 amendments to the Higher Education Act, under a single function (part A) while preserving the 30-percent set-aside of part A funds for junior and community colleges;

Establish a new part B that will authorize the first 5 years of a 10-year program of assistance to the Nation's historically black colleges and universities. The uses of these funds will be tailored specifically to the needs of these colleges, whose physical, academic and professional needs are not being met under the current title III program;

Continue the endowment grant program authorized under Public Law 98-95, the Challenge Grant Act Amendments of 1983; and

Create a combined 30-percent set-aside of part A funds for Hispanic institutions, Native American institutions and Pacific-Basin institutions.

The American Council on Education has given the bill a preliminary recommendation of support in the council's draft legislation submitted to the House Subcommittee on Postsecondary Education.

Major endorsements of the bill have been made by: the American Association of Community and Junior Colleges; the Hispanic Higher Education Coalition; the American Indian Higher Education Consortium; the United Negro College Fund; and the National Association for Equal Opportunity in Higher Education.

It is my belief that Congress should reaffirm its moral and social commitment to equality of opportunity by incorporating some needed changes in the legislative intent of Title III to assure that higher education institutions serving disproportionate numbers of low-income college students are provided adequate and long-term support.

This legislation will further enhance and strengthen the intent of the Higher Education Act, and if properly structured, will play a major role in expanding the growth and ability of these institutions to sustain the fundamental principles of equality and opportunity.

Mr. **Ford**. Thank you very much, gentlemen.

Mr. **Gainer**. Thank you.

Mr. **Ford**. I should tell you, Mr. Chairman, that we have used up an awful lot of good will with this Department. We have had these folks in just about every program nosing around and checking them out, so that they are doing in trying to update this is not different than they have done with student loans, and the Pell grants, and the other programs because we felt we wanted to know as much as we could about the people who will criticize the bill and pick the weak spots to attack it when we are trying to pass it.

The next panel is Mr. David Johnson, associate director, Association of Catholic Colleges & Universities; Dr. Merle Allshouse, president, Bloomfield College; Dr. Stanley Smith, president of Shaw University; Dr. G. William Troxler, president, Capitol Institute of Technology; and Dr. John E. Shay, Jr., president of Marygrove College.

Dr. Troxler, our colleague, Mr. Hoyer, was here for a while and had to leave for an appropriations meeting. He wanted to be here to welcome you and to assure me that we should listen very carefully to what you have to say because you're a very important college to him. I gather you must be out here in Prince Georges somewhere.

Dr. **Troxler**. That's correct, Mr. Chairman.

Mr. **Ford**. Mr. Johnson.

STATEMENT OF DAVID M. JOHNSON, ASSOCIATE EXECUTIVE DIRECTOR, ASSOCIATION OF CATHOLIC COLLEGES & UNIVERSITIES

Mr. JOHNSON. Thank you, Mr. Chairman, and members of the subcommittee. I am David Johnson, associate director of the Association of Catholic Colleges and Universities. I am here today on behalf of the American Council on Education, the umbrella group for higher education, to present the recommendations of its task force on the reauthorization of title III.

The task force that ACE set up includes representatives from, I think, all types of institutions that have received title III funding. Community colleges are represented, the historically black colleges are represented, the State institutions, land-grant institutions, and independent colleges, and universities. Their concensus, achieved after many months of meetings, I can assure you, is reflected in the recommendations which ACE submitted to the subcommittee on April 30. It is reflected also in the written testimony submitted to the committee today. I ask the chairman's leave to have that inserted in the record.

Mr. FORD. Without objection, it will be inserted.

Mr. JOHNSON. Permit me to make just a few points about those recommendations.

First of all, I would like to emphasize the importance of this program to struggling institutions in this country. There is simply nothing else like it. Title III institutions are, by definition, institutions which have very limited sources for this kind of funding to draw upon elsewhere. They are also the ones who need it the most. Many of them are very young institutions with very few alumni who can contribute, and even fewer who can contribute in any meaningful dollars. Their endowments are meager in many cases, if they exist at all. Their boards of trustees are generally not composed of wealthy donors, and their faculty members do not attract large research grants, and their students do not come from the upper classes of our society, either.

These are the struggling institutions that title III exists to help, and we suggest to you that it has helped a large number of these institutions over the years. It is precisely because these institutions are struggling or on the borderline that title III means so much to them. A single title III grant can mean the difference between survival and nonsurvival. In more cases it means the difference between survival and real growth, real development. We think that is money well spent, and we think the program should be reauthorized.

Beyond that, of course, title III has had a lot of problems. I think some of the criticisms of the program have been overstated. I think a lot of them have been well deserved. No one believes that title III has operated as well as it could. The recommendations that the associations representing institutions are submitting to you suggest major changes in the program as a result.

We do believe that a lot of the problems that were identified in the 1979 GAO study have been corrected and we are happy to hear that confirmed this morning. We believe that the problems that continue to exist can also be corrected through joint efforts on the part of the Congress, the institutions, and the Department.

The recommendations we offer here are a step in that direction, and I would like to summarize them for you very briefly. They are based on the assumption that there is never going to be enough money to go around for all the worthy title III institutions. We believe the appropriate response to that is to fund as many of the neediest title III institutions as we possibly can at funding levels which, while they spread the available funds around as much as possible, are still large enough to have an impact on the institutions that receive them.

Our proposals suggest a three-part title III. Part A would be called the strengthening of minority institutions program. As we conceive it, it is the largest part of the title comprising over 60 percent of the recommended authorizations. The second part would emphasize the Federal role in assistance to historically black colleges and universities, whose historical circumstances and present needs make their situation unique, we believe. The third part would be the current Endowment Grants Program.

Since the need for the HBCU Act will be addressed by other speakers this morning, and since our recommendations for the endowment grants part are to leave it essentially as it is, I would like to center for just a moment on the proposed new part A, the strengthening and minority institutions program.

It is an attempt to combine elements of the present parts A and B with some new features. Most important in the changes it suggests is a change in the determination of eligibility. It would require the Department to consider a number of institutional factors in determining eligibility, factors that we believe will even more clear limit the field of eligible institutions to those which are those most in need of the limited funding available here. These factors—the financial condition of the institution, the size of its endowment, its library resources, the quality of its faculty and administration—are criteria which the GAO suggested in 1979 as appropriate in determining eligibility. We agree.

The proposal would offer but two types of grants under part A. There would be planning grants, of course. We believe planning is essential. The report of the Research Triangle Institute in 1983 confirms that to us. Planning grants could extend up to 2 years and up to $50,000. The major focus would be the development grants which could extend up to 5 years and up to $1 million. The latter would include two provisions designed to wean, if you will, the institutions away from dependence upon Federal funding, a matching requirement in the third, fourth, and fifth years of the grant, and an in and out provision that would require institutions that received a development grant to wait for a period of time equal to the length of time they had a grant before they could apply for another one.

The intent is to provide a needed infusion of funding at critical moments in the lives of these institutions. The intent is not to sustain them indefinitely. Institutions applying for a second development grant after the waiting period would be required to show evidence of improvement in their operations and academic quality as a result of the first grant.

The minority part of the strengthening and minority institutions proposal reflects the fact that 30 percent of part A funding is to be directed to institutions which enroll at least 40 percent minority students. These institutions would be exempted from the matching requirement in the third, fourth, and fifth years in the interest of permitting them a little greater financial flexibility. Otherwise, the provisions of part A, as proposed, would apply.

That, in a nutshell, is our proposed part A.

Part C, we recommend two changes in the endowment grants part. One would attempt to more specifically target that limited funding on institutions with little or no endowment. The second would remove the current restriction on endowment grants which permits them to be awarded only to institutions that have received another title III grant under parts A and B.

The members of the subcommittee will have noted that while our little task force was meeting to come up with these consensus proposals for the subcommittee, individual associations also submitted separate recommendations on title III, as they had every right to do. You will note, however, how similar those proposals are. Every one of them includes the HBCU Act. Every one of them envisions 30 percent of part A funding as going to other minority institutions. All of them would continue the endowment grants program. All, save one, would make the change that removes the restriction on awarding those endowment grants only to institutions that have other title III.

We believe then that we present to you a substantial consensus, if not a total consensus, on the reauthorization of title III, at least from the institutions' point of view. We hope it can serve as a basis for further refinement of this vital program.

I thank you for your consideration and would be happy to answer your questions.

[Prepared statement of David M. Johnson follows:]

PREPARED STATEMENT OF DAVID M. JOHNSON, ASSOCIATE EXECUTIVE DIRECTOR, ASSOCIATION OF CATHOLIC COLLEGES & UNIVERSITIES

My name is David Johnson. While I serve as the Associate Director of the Association of Catholic Colleges and Universities, I appear before you today representing the American Council on Education, the umbrella organization of higher education. This testimony is also supported by the other associations identified on the cover page.

Title III is a small but vital program of federal assistance to higher education. It is, in fact, the only federal program which provides direct institutional aid for purposes of academic and financial development. Title III grants in any given year are not many in number, nor particularly large in sum,[1] yet they often have a tremendous impact on the institutions which receive them. At some grantee institutions, a Title III award may mean the difference between mere survival and real growth and development. At others—including the small Catholic college where I taught for seven years—a Title III grant may provide the resources for survival itself.

There are many such Title III successes, not only at independent colleges and universities, but at historically black institutions, community colleges, and state institutions as well. As I read the 1983 report on Title III by the Research Triangle Institute, given effective leadership, sound planning and at least a semi-stable base upon which to build, this program works and works well at those institutions fortunate enough to receive a grant.

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[1] Funding for all of Title III is currently at the $140 M level; by way of comparison, a single research university gathered roughly twice that amount in DOD contract funds alone in fiscal year 1984.

Yet the program has been beset by criticisms over the past several years, from both outside observers and those within the higher education community itself. The 1979 GAO report in particular challenged the program in a fundamental way, questioning whether Title III should continue to exist absent much greater clarity of purpose and intended result.

I chaired a small task force of some of the higher education associations, convened by ACE in an attempt to improve that clarity of purpose and result. The task force included persons from associations representing the community colleges, state and land-grant institutions, historically black colleges, independent institutions and others. Their consensus on the reauthorization of Title III is reflected in the recommendations submitted to this subcommittee by ACE.

The recommendations suggest that Title III funding be targeted on institutions that are primarily undergraduate in nature and which serve substantial numbers of minority and low income students. They suggest a three part program to accomplish this. One part—the largest of the three, constituting over 60% of the recommended authorization—would be called the Strengthening and Minority Institutions Program. A second part would emphasize the federal role in assistance to historically black colleges and universities, whose historical circumstances and present needs make their situation unique. The third part would be the current Endowment Grants Program, unchanged in its essentials. As the need for the Historically Black College and University Act (Part B of the ACE proposal) will be addressed by other witnesses today, and as our recommendation for the Endowment Grants Program is to leave it largely as it is, let me focus on the Strengthening and Minority Institutions proposal here.

As envisioned by the A.C.E. Task Force, the Strengthening and Minority Institutions program would combine elements of the present Parts A and B of Title III with some new features. Its statement of purpose is drawn directly from the current Part A; "to improve the academic quality, institutional management, and fiscal stability of eligible institutions, in order to increase their self-sufficiency and strengthen their capacity to make a substantial contribution to the higher education resources of the Nation." We continue to believe that to be the appropriate purpose of this program.

The Secretary of Education is directed to consider twelve factors in determining which institutions are to be deemed eligible for the Program. This represents a substantial change from the current Parts A and B, which focus primarily on student assistance and low average educational and general expenditures in determining eligibility. Essentially, our proposal requires the Secretary to consider, on an equal basis with those factors, other institutional variables that he or she is now only permitted to consider under the Special Needs program: the financial limitations of the college, the size of its endowment, its library resources, the quality of its faculty and administration. We believe that consideration of these additional factors will help to more clearly limit the field of eligible institutions to those which are most in need of the limited funding available.

Just two types of grants would be offered. Planning grants could extend up to two years, and could not exceed $50,000. Development grants would cover 2-5 years, and would not exceed $1,000,000. The latter would require institutional matching in the third, fourth and fifth years of the grant, and deny eligibility for additional development grants for a period of time equal to the length of the initial grant. The intention here is to provide a needed infusion of funding at critical moments in the lives of eligible institutions, not to sustain them indefinitely. The need for the limited funds available under Title III is simply too great elsewhere to permit continuous funding of any one institution.

Thirty percent of the funding under the proposed Part A is directed to minority institutions (identified as those with at least 40% minority enrollment). These institutions are exempted from the development grant matching requirement, in the interest of permitting them greater financial flexibility. Historically black colleges and universities receiving funding under the proposed new Part B would be ineligible for funding under Part A; again, the Task Force's intent is to spread the limited funding available under Title III to as many eligible institutions as possible.

Mr. Chairman, you will note that our recommendations would not maintain the existing setaside for community colleges. It was the view of members of the task force that grants should be based on the needs of institutions and the merits of their proposals. We also felt that community colleges have clearly demonstrated their ability to submit high-quality applications for high-quality projects, and that they have no need for a special reservation of funds. Nevertheless, NAFEO and AACJC have both proposed to maintain or increase the community college setaside in recommendations sent separately to the subcommittee. Their recommendations do not otherwise differ substantively from those of the task force.

Finally, we also recommend continuation of the new Endowment Grants program. Again in the interest of permitting a variety of needy institutions to participate, it is suggested that institutions with little or no current endowment be favored, and that the program's current priority for recipients of other Title III grants be removed. (NAFEO, in recommendations submitted separately, concurs in the continuation of the Endowment Grants program, but would retain the priority given to recipients of other Title III grants).

We believe that these recommendations will more clearly target funding on institutions which the Title III program should serve, and thereby contribute to the development of quality educational opportunities for coming generations of students. I would be pleased to respond to your questions.

Mr. **Ford**. Dr. Smith, Mr. Dymally, I believe, extended the invitation for you to appear. He wanted to be with us but he has been taken away from us at this particular time. I am sure that he will examine your testimony in the record very carefully.

Chairman **Hawkins**. Mr. Chairman, may I join in that welcome to Dr. Stanley Smith. We have known each other for quite some time. I am delighted to say that I hold an honorary degree from Shaw University and certainly join with my colleague, Mr. Dymally, in this welcome to Dr. Smith. I look forward to his testimony.

STATEMENT OF STANLEY H. SMITH, PRESIDENT, SHAW UNIVERSITY

Dr. **Smith**. Thank you very kindly, Mr. Chairman, and Congressman Hawkins. I have a few typographical errors in my document which will be corrected and submitted as a final document.

Mr. **Ford**. Without objection.

Dr. **Smith**. Mr. Chairman and honorable and distinguished members of this very important Subcommittee on Postsecondary Education, commendations are certainly very much in order for the roles that you are playing in dealing with educational issues, particularly title III, which have impacted and will continue to impact on the future vitality, viability, and competitiveness of this great democratic country of ours.

My name is Stanley Hugh Smith. I have been president for 7 years of Shaw University in Raleigh, NC, an institution of higher education that has been in existence for 120 years, founded in 1865. I am a graduate of a historically black college, Fisk University, and received my Ph.D. from Washington State University in Pullman, WA, where I was elected to the academically prestigious Phi Beta Kappa Society. I have held administrative and teaching positions at Livingston College, Tuskegee Institute, Meharry Medical College, and Fisk University, all historically black universities, before assuming the deanship of the College of Human Resources at Southern Illinois University, a comprehensive university of more than 26,000 students.

From this relatively secure administrative position, I answered the call to become president of Shaw University at a time when this college was experiencing some financial problems. I am currently a member of the Commission on Colleges of the Southern Association of Colleges and Schools, the accrediting agency for the southeastern region of the United States.

With the firm belief, Mr. Chairman, that my educational background, training, and experiences are typical of the more than 100 presidents and chancellors of historically black colleges and universities, I will hereby attempt an evaluative assessment of the current operation of title III, relying primarily on the methodology of a case study-participant observation approach. I will then suggest and recommend ways and means whereby this honorable and distinguished subcommittee can conceivably, through legislation, enhance and strengthen the efficiency and effectiveness with which the primary beneficiaries of this legislative effort can be served.

Although some emphasis will herein be placed on the title III experiences of a particular institution of higher education, inferences can and will safely be drawn with respect to their appropriateness and applicability to other educational institutions similarly structured and situated.

Title III, through the foresight and insight of this Congress, is the largest program of the U.S. Department of Education that makes grants directly to colleges and universities to develop their faculties, curricula, and endowments designed to strengthen small institutions with weak and inadequate financial bases. In accordance with the sense of the act, as discussed during the deliberations by Representative Edith Green of Oregon, historically black colleges were to be the primary beneficiaries of title III legislation to facilitate their accomplishing the referenced purposes. New categories of colleges have since been added without any significant increase in the level of funding.

The share of HBCU's of title III funding has decreased by approximately 50 percent since the program was initiated. The funding level, even when conceived primarily for HBCU's, was inadequate to achieve the basic aims and objectives of title III. Under these conditions, the possibilities and chances of moving from a developing to a developed status were, therefore, made very difficult. These goals were made even more unattainable by the significant increase in the operational cost of these institutions of higher education because of the spiraling cost of inflation. It is, indeed, Mr. Chairman, ironic under these circumstances that some decisionmakers are wondering why these educational institutions are not now developed.

It is equally ironic, Mr. Chairman, that some decisionmakers consider this level of inadequate funding as overfunding and therefore seek, whenever and wherever possible, to reduce the funding level even further.

The irony, Mr. Chairman, is intensified when cognizance is taken that education is, indeed, the objective reality. The decisionmaking methodology should therefore be so documented and explicated that decisionmakers at varying points of time should only have to follow the clearly defined rules of the game and arrive at similar, if not identical, decisions.

For example, "developing institutions" as a concept should be operationally defined, that all appropriate persons should agree on precise stages of development. Defining therefore the universe to be measured would lead to the logical conclusion that a cluster of variables to be teased out through multivariate analysis will have to be taken into consideration in determining eligibility of institutions rather than reliance only on the Pell grant.

Psychometric, sociometric, and econometric models should be developed and replicated, identifying different typologies and their unique configuration of variables that constitute different funding levels for the attainment of the desired and expected goals. For example, funding levels structured to reach certain goals are not the same for a public institution where the State makes annual or semiannual appropriations to the public institution, contrasted with a private, nonprofit educational education without such an appropriation.

Questions of equity must also be raised concerning State appropriations to public institutions within the same State. There are important differences even among private education institutions in terms of those institutions—and these are, Mr. Chairman, not usually title III funded educational institutions—where tuition and fees constitute approximately 60 percent of operating expenses, contrasted with all of the historically black educational institutions where they are less than 50 percent and, if tuition fees are increased, will exclude significant proportions of the present consumers of these educational services.

Also ignored, it seems to me, in the legislative conceptualization and the decisionmaking process is the great differential in the frequency of awards of contracts and grants to those colleges and universities that do not depend on title III funding as a basic and fundamental dimension of institutional development. These institutions that do not rely on title III funding derive considerable revenues from contracts and grants from different Federal agencies. It is not unusual, sir, to find these institutions carrying an 85- to 90-percent indirect cost rate which goes directly to the educational institution for its general operating expenses. For example, such a university or college that has approved proposal funding for, let's say, $500,000 for personnel could conceivably receive an additional $435,000 in indirect costs. This category of institutional development is at the seminal stages at most title III funding, particularly HBCU schools. Some concern for equity, it seems to me, should be evidenced in this regards.

May I suggest, therefore, that a considerable amount of the funding of title III funded institutions usually revolve around the category of 8 percent indirect cost in terms of the kinds of grants that these colleges receive. As a result, even their matching is usually a part of the overall arrangements for the funding of these colleges and universities. I think this is a very serious point that should be taken into consideration.

It is additionally ironic that there are inconsistencies in the funding levels of institutions whose activities are congruent with the purpose and goals of the referenced educational institution and also consistent with the national goals and priorities espoused by the executive and legislative branches of Government.

The case university in question submitted a proposal in 1982 under the strengthening program of title III for funding for 5 years. This proposal was ranked using criteria developed by the U.S. Department of Education in the top 10 percent in the Nation and was subsequently funded. Two critical components of the package were a comprehensive long-range plan and the proposal for funding. Long-range planning was such a critical part of the package that instructions to field readers by the Department of Education staffers indicated that if the long-range plan did not meet the stringent criteria developed by the Department, that the proposal for funding would not be read and considered for funding. The long-range plans and proposals of this referenced university were highly ranked; yet, in 1984–85, the current year, the university requested $587,624 to conduct the program as outlined in the original proposal. In November 1984, after the grant year had begun, and after the university had made contractual arrangements with faculty, staff and consultants for the 1984–85 year, it received a list of "noted exceptions" and an announcement of a change in the program officer assigned to the university. The university replied to these noted exceptions and in March received information from the grants officer sustaining the exceptions and reducing the grant by $142,272, a 24-percent reduction.

For 1985–86, the university submitted a request for $488,406 and was recently notified that the recommended level of funding is $266,934, which represents a 45-percent reduction for the 1985–86 year.

The case university in question in its planning recognizes and takes cognizance of the very significant societal movement in the United States and in the global society from an industrial to a postindustrial, high technological, third wave society. As a consequence, this university makes the basic assumption that no one can be considered truly educated in today's society who is not knowledgeable about the intricacies of high technology. It is therefore developing courses in computer science, engineering technology, et cetera, to meet the needs of the society. It has made it mandatory for all entering freshmen to take at least one course in computer literacy. Because of inadequate teaching personnel and computer terminals, it is unable to meet all of the needs of the freshmen and sophomore classes. The same adequacy and paucity of computer resources have significantly retarded software development in the computer assisted instruction for two important academic units.

This university also recognizes that blacks are considerably underrepresented in the quantitative disciplines of physical and biological sciences, methematics, engineering and computer and information sciences. This case university is in grave danger of having very severe cuts masde in its 1984–85 title III appropriations when most of the funds have already been expended. At the same time that high level funding has seemingly been made to other colleges and universities for the same activities related to high technology, cuts amounting to $363,744 have been recommended for this title III funded program over a 2-year period.

The impression is given, Mr. Chairman, that the title III funded educational institutions, particularly the HCBU's, are tantamount to welfare recipients, are really not viable and should not be assisted any more. The fact is that these are the institutions with a demonstrable track record of taking students where they are and moving them to the point where they are competitive. These are colleges and universities that continue to send students on to graduate and professional schools.

The basic assumption of these colleges is that the high rate of unemployment, feminization of poverty, are drains on the U.S.

economy and can be ameliorated by considering education, particularly a college education, as the basic answer to upward mobility. As education increases, there is a marked decrease in the above negative indices.

It is of significance that at the undergraduate level 42 percent of black college students were enrolled in 2-year colleges in 1980, with a very low retention rate when compared to that of the HBCU's. This places in proper perspective the attempts made by persons to deemphasize the role and importance of 4-year HBCU's that enroll 35 percent of all blacks who attend 4-year colleges. These HBCU's also confer 40 percent of bachelor's degrees earned by blacks. The need is great for a much higher proportion of blacks to be enrolled in 4-year colleges.

It is in this setting, Mr. Chairman, that it is believed students are more likely to be exposed to the skills of problem solving, to develop the ability to conceptualize and to think logically and relationally in the abstract terms. These are the exposures and experiences that are seemingly more conducive to functioning and coping in a highly complex, complicated, high technological, third wave society.

In order for the United States to continue to be competitive on the global level, all human resources must be adequately utilized. It is imperative, therefore, that this subcommittee consider that a reauthorization of title III is in the best interest of the United States and its national security.

Because approximately 80 percent of the HBCU's are not eligible for continued funding in the next 2 years in accordance with present legislation, and because, for reasons enumerated above, they cannot be considered developed, it is strongly recommended that legislation be enacted extending the length of title III. More importantly, however, is the expansion of title III by incorporating all of the elements of the Institutional Aid Act of 1985.

The cost to the United States of inadequate education and training is high. It costs, for example, approximately $25,000 to keep one person in a Federal penitentiary. Benjamin Franklin is therefore of contemporary relevance when he stated that the only thing more expensive than education is ignorance.

I want to make the following recommendations.

No. 1, recognizing the significant value and worth of these educational institutions eligible for and funded by title III funds to the continued growth, stability and strength of this Nation, the implementation of title III must be supported by legislative language which charges the U.S. Department of Education to work closely and not confrontationally with these institutions in actualizing their potential for making even more significant contributions to this great Nation. Investing in these schools is not a handout but an investment in the future of this country.

No. 2, these educational institutions must be regarded as holistic educational social systems. Consequently, rigid and subjectively drawn lines of demarcation separating developmental and nondevelopmental activities must not be drawn, established and implemented by administrative memoranda.

No. 3, legislation must address the construction of a valid and reliable instrument—and we have questions about the present instrument—to determine eligibility and that Pell grant data must not be considered the only meaningful independent variable.

No. 4 and last, past funding levels of title III, particularly as they pertain to HBCU's, were not conducive to the effective attainment of the goals of the legislation within the timeframe established. The funding level should therefore be significantly raised without provisions for arbitrary cuts and reductions for the duration. The concept of title III must also be expanded and extended to incorporate all elements and dimensions of the Institutional Aid Act of 1985 which is the title of both H.R. 2907, introduced by Congressman Augustus Hawkins, and S. 1328, introduced by Senator Paul Simon.

Thank you, Mr. Chairman, for giving me this opportunity to appear before this committee.

[Prepared statement of Stanley H. Smith follows:]

PREPARED STATEMENT OF STANLEY H. SMITH, PRESIDENT, SHAW UNIVERSITY, RALEIGH, NC

Mr. Chairman and other honorable and distinguished members of this very important Sub-committee on Post-Secondary Education, commendations are certainly very much in order for the roles that you are playing in dealing with educational issues, particularly Title III which have impacted and will continue to impact on the future vitality, viability and competitiveness of this great Democratic country of ours.

My name is Stanley Hugh Smith. I have been president for seven years of Shaw University in Raleigh, North Carolina, an institution of Higher Education that has been in existence for 120 years, founded in 1865. I am a graduate of a Historically Black College, Fisk University, and received my Ph.D from Washington State University in Pullman, Washington, where I was elected to the academically prestigious Phi Beta Kappa Society. I have held administrative and teaching positions at Livingstone College, Tuskegee Institute, Meharry Medical College and Fisk University, all Historically Black Universities, before assuming the deanship of The College of Human Resources at Southern Illinois, a comprehensive University of more than 26,000 students.

From this relatively secure administrative position, I answered the call to become president of Shaw University at a time when this College was experiencing some financial problems. I am currently a member of The Commission on Colleges of The Southern Association of Colleges and Schools, the accrediting agency for The South Eastern Region of the United States.

With the firm belief that my educational background, training and experiences are typical of the more than 100 presidents and Chancellors of Historically Black Colleges and Universities, I will hereby attempt an evaluative assessment of the current operation of Title III, relying primarily on the methodology of a case study/participant observation approach. I will then suggest and recommend ways and means whereby this honorable and distinguished sub-committee can, conceivably, through legislation, enhance and strengthen the efficiency and effectiveness with which the primary beneficiaries of this legislative effort can be served.

Although some emphasis will herein be placed on the Title III experiences of a particular institution of Higher Education, inferences can, and will, safely be drawn with respect to their appropriateness and applicability to other educational institutions similarly structured and situated.

It is important in this context to be reminded that legislation establishing Title III—Strengthening Developing Institutions—was enacted in 1965 and had as its purpose "to assist in raising the academic quality of Colleges which have the desire and potential to make a substantial contribution to higher education resources of our nation, but which, for financial and other reasons are struggling for survival and are isolated from the main currents of academic life".

A "developing institution" is further defined as one which "is making a reasonable effort to improve the quality of its teaching and administrative staffs and its student services".

In the 1980 amendment, the program purpose was further clarified as "To improve the academic quality, institutional management and fiscal stability of eligible institutions, in order to increase their self-sufficiency and strengthen their capability to make substantial contribution to the higher education resources of the nation" and further:

"To assist an institution to plan, develop or implement activities that promise to strengthen the institution, in the areas of faculty development; funds and administrative management; development and improvement of academic programs . . ."

Title III, through the foresight and insight of this Congress is, therefore, the largest program of the U.S. Department of Education that makes grants directly to colleges and universities to develop their faculties, curricula and endowments designed to strengthen small institutions with weak and inadequate financial bases. In accordance with the sense of the act as discussed during the deliberations by Representative Edith Green of Oregon, Historically Black Colleges were to be the primary beneficiaries of Title III legislation to facilitate their accomplishing the referenced purposes. New categories of colleges have since been added without any significant increase in the level of funding. The share of HBCU's of Title III funding has decreased by approximately 50 per cent since the program was initiated. The funding level, even when conceived primarily for HBCU's, was not adequate to achieve the basic aims and objectives of Title III. Under these conditions, the possibilities and chances of moving from a developing to a developed status were, therefore, made very difficult. These goals were made even more unattainable by the significant increase in the operational cost of these institutions of Higher Education because of the spiralling cost of inflation. It is indeed ironic under these circumstances that some decision makers are wondering why these educational institutions are not now developed.

It is equally ironic that some decision makers consider this level of inadequate funding as overfunding and, therefore, seek, whenever and wherever possible, to reduce the funding level even further.

The irony is intensified when cognizance is taken that education is indeed the objective reality. The decision-making methodology should therefore be so documented and explicated that decision makers at varying points of time, should only have to follow the clearly defined rules of the games and arrive at similar, if not identical, decisions. For example, "developing institutions," as a concept, should be so operationally defined that all appropriate persons should agree on precise stages of development. Defining the universe to be measured would lead to the logical conclusion that a cluster of variables, to be teased out through multivariate analysis, will have to be taken into consideration in determining eligibility of institution rather than reliance only on the Pell Grant.

Psychometric, sociometric and econometric models should be developed and replicated identifying different typologies and their unique configuration of variables that constitute different funding levels for the attainment of the desired and expected goals. For example, funding levels structured to reach certain goals are not the same for a public institution where the State makes annual or semi-annual appropriations to the public institution contrasted with a private non-profit educational institution without such an appropriation. Questions of equity must also be raised concerning State appropriations to public institutions within the same State. There are important differences even among private educational institutions in terms of those institutions where tuition and fees constitute approximately 60 per cent of operating expenses contrasted with all of the Historically Black educational institutions where they are less than 50 per cent and if increased, will exclude significant proportions of the present consumers of these educational services.

Also ignored in the legislative conceptualization and the decision-making process is the great differential in the frequency of awards of contracts and grants to those colleges and universities that do not depend on Title III funding as a basic and fundamental dimension of institutional development. These institutions that do not rely on Title III funding, derive considerable revenues from contracts and grants from different federal agencies. It is not unusual to find these institutions carrying 85 percent to 90 percent Indirect Cost rate which goes directly to the educational institution for its general operating expenses. For example, such a university or college that has approved proposal funding for $500,000 for personnel could conceivably receive an additional $435,000 in indirect cost. This category of institutional development is at the seminal stages at most Title III funding, particularly HBCU schools. Some concern for equity should be evidenced in this regard.

It is additionally ironic that there are inconsistencies in the funding levels of institutions whose activities are congruent with the purpose and goals of the referenced educational institution and also consistent with the national goals and priorities espoused by the executive and legislative branches of government.

The case University in question submitted a proposal in 1982 under the Strengthening Program of Title III for funding for five years. This proposal was ranked, using criteria developed by the U.S. Department of Education in the top ten per cent in the nation and was subsequently funded. Two critical components of the package were a Comprehensive Long Range Plan and the Proposal for Funding. Long Range Planning was such a critical part of the package that instructions to Field Readers by the Department of Education staffers indicated that if the Long Range Plan did not meet the stringent criteria developed by the Department, that the Proposal for funding would not be read and considered for funding. The University's Long Range Plan and Proposal were highly ranked.

Yet in 1984–85, the current year, the University requested $587,624 to conduct the program as outlined in the original proposal. In November 1984, after the Grant Year had begun and after the University had made contractual arrangements with faculty, staff, and consultants for the 1984–85 year, it received a list of "Noted Exceptions" and an announcement of a change in the Program Officer assigned to it. The University replied to these "Noted Exceptions" and in March, received information from the Grants Officer sustaining the Exceptions and reducing the Grant by $142,272, a twenty-four percent (24 percent) reduction.

For 1985–86, the University submitted a request for $488,406 and was recently notified that the recommended level of funding is $266,934, which represents a forty-five percent (45%) reduction for the 1985–86 year.

The case University in question in its planning recognizes and takes cognizance of the very significant societal movement in the United States and in the global society from an industrial to a Post-Industrial, High-Technological, Third Wave Society. As a consequence, the University makes the basic assumption that no one can be considered truly educated in today's society who is not knowledgeable about the intricacies of high technology. It is, therefore, developing courses in Computer Science, Engineering Technology, etc., to meet the needs of the society. It has made it mandatory for all entering freshmen to take at least one course in Computer Literacy. Because of inadequate Teaching Personnel and Computer Terminals, it is unable to meet all of the needs of the freshman and sophomore classes. The same inadequacy and paucity of computer resources have significantly retarded software development in the Computer Assisted Instruction for two important academic units.

This University also recognizes that Blacks are considerably underrepresented in the quantitative disciplines of physical and biological sciences, mathematics, engineering and computer and information sciences. This case University is in grave danger of having very severe cuts made in its 1984–85 Title III appropriation when most of the funds have already been expended. At the same time that high level funding has seemingly been made to other colleges and universities for the same activities related to high-technology, cuts amounting to $363,744 have been recommended for this Title III funded program over a two-year period.

The impression is given that the Title III funded educational institutions, particularly the HBCU's are essentially welfare recipients, are really not viable and should not be assisted any more. The fact is that these are the institutions with a demonstrable track record of taking students where they are and moving them to the point where they are competitive. These are colleges and universities that continue to send students on to graduate and professional schools. The basic assumption of these colleges is that the high rate of unemployment and the feminization of poverty, are drains on the U.S. economy and can be ameliorated by considering education, particularly a college education, as the basic answer to upward socio-economic mobility. As education increases there is a marked decrease in the above negative indices.

It is of significance that at the undergraduate level, 42 percent of Black college students were enrolled in two-year colleges in 1980 with a very low retention rate when compared to that at HBCU's. This places in proper perspective the attempts made by persons to de-emphasize the role and importance of four-year HBCU's that enroll 35 percent of all Blacks who attend four-year colleges. These HBCU's also confer forty percent of bachelor's degrees earned by Blacks. The need is great for a much higher proportion of Blacks to be enrolled in four-year colleges. It is in this setting that these students are more likely to be exposed to the skills of problem-solving and to develop the ability to conceptualize and to think logically, rationally and in abstract terms. These are the exposures and experiences that are seemingly more conducive to functioning and coping in a highly complex, complicated, high-technological, third wave society.

In order for the United States to continue to be competitive on the global level, all human resources must be adequately utilized. It is imperative that this sub-committee consider that a reauthorization of Title III is in the best interest of the United States and its national security.

Because approximately 80% of the HBCU's are not eligible for continued funding in the next two years in accordance with present legislation and because, for reasons enumerated above, they cannot be considered developed, it is strongly recommended that legislation be enacted extending the length of Title III. More importantly, however, is the expansion of Title III by incorporating all of the elements of The Institutional Aid Act of 1985.

The cost to the United States of inadequate education and training is high. It costs approximately $25,000 to keep one person in a Federal penitentiary.

Benjamin Franklin is therefore of contemporary relevance when he stated that the only thing more expensive than education is ignorance.

SUMMARY RECOMMENDATIONS

The following summary recommendations are herein in order:

1. Recognizing the significant value and worth of these educational institutions eligible for and funded by Title III funds to the continued growth, stability and strength of this nation, the implementation of Title III must be supported by legislative language, which charges the U. S. Department of Education to work closely and not confrontationally with these institutions in actualizing their potential for making even more significant contributions to this great nation. Investing in these schools is not a "handout" but an investment in the future of this country.
2. These educational institutions must be regarded as holistic educational social systems. Consequently, rigid and subjectively drawn lines of demarcation separating "developmental" and "non-developmental" activities must not be drawn, established and implemented by administrative memorandum.
3. Legislation must address the construction of a valid and reliable instrument to determine eligibility and that Pell Grant data must not be considered the only independent variable.
4. Past funding levels of Title III, particularly as they pertained to HBCU's, were not conducive to the effective attainment of the goals of the legislation within the time frame established. The funding level should, therefore, be significantly raised without provisions for arbitrary cuts and reductions for the duration. The concept of Title III must also be expanded and extended to incorporate all elements and dimensions of the "Institutional Aid Act of 1985" which is the title of both H.R2907 introduced by Congressman Augustus Hawkins and S.1328 introduced by Senator Paul Simon.

Mr. FORD. Thank you.

Dr. Allshouse.

STATEMENT OF MERLE F. ALLSHOUSE, PRESIDENT, BLOOMFIELD COLLEGE

Dr. ALLSHOUSE. Thank you, Mr. Chairman. My name is Merle Allshouse. I serve as president of Bloomfield College in the Garden State of New Jersey. Bloomfield College is one of the institutions which was a recipient of title III funds and benefited from those funds.

It is a privilege today to sit with colleague members of institutions that are title III eligible institutions and share with you the diversity of missions, and goals, and kinds of institutions which we represent.

Also a word of personal privilege. It is always somewhat humbling to come to Washington and participate in the democratic process. I deeply personally appreciate the time and effort which Members of Congress are giving to the consideration of this vitally important part of our national endowment, namely, students.

Bloomfield College is not atypical of the organization I represent today, the National Association of Independent Colleges & Universities. We enroll 1,500 students, 700 day and 800 evening. Over half of my student body is minority, and the majority of those are black. The average student at Bloomfield College would be a black, part time, female, 27 years of age.

Today I represent the National Association of Independent Colleges, an organization of 850 private colleges and universities, enrolling 2.6 million students in America. I have had experience, as I said, as president of a recipient institution from 1974 to 1978. Also during 1979 and 1980 I served as a fellow in the Department of Health, Education, and Welfare detailed to title III. So I have had some experience with the strengths, the weaknesses, and I believe I understand internally the problems of the administration of title III, both at the campus level and also here in Washington.

Despite the many concerns which we all have about title III, many of them very legitimate, my organization believes very strongly that our institutions have benefited substantially through title III participation. We have, in fact, better instructional equipment; we are, in fact, delivering better teaching in the classroom. We have stronger libraries today and we have been able to pool the human and educational resources of our institutions because of title III. Frankly, Mr. Chairman, I am always appalled when I hear that there are too few, if any, who have graduated from title III status. May I humbly suggest that if the committee would like to conduct a commencement ceremony, I think it might be very educational for everyone concerned. Indeed, institutions have graduated from title III. It is remarkable, in fact, that we have accomplished so much with so little. Let me give my own institution as a case study.

When we received our first grant in 1974, the institution was on the brink of chapter 11 reorganization, operating with a $1 million annual deficit. From 1974 to 1978, we received $1.8 million in basic and advanced institutional development grants. In 1978, we graduated, without a diploma—I don't think there are any diplomas. Perhaps we should generate some diplomas for title III. We graded in 1978 from those criteria and since then this institution has operated with surplus budgets. It is, in fact, a title III success story.

Mr. Chairman, institutions in the independent sector, as you know, receive no direct operating subsidies from local, State or the Federal Government. Yet these institutions are serving student extraordinarily well throughout our Nation. Recent studies show that in terms of endowments only 20 institutions in America have the majority of the endowments, as you indicated in your opening remarks, in this country. Only 1.3 percent of the independent institutions in America have the majority of the endowment resources.

We believe very strongly and support that reauthorization proposals presented by the American Council on Education as a consensus position that seeks to address the perceived needs of all sectors of higher education. My testimony will present the recommendations of the title III task force of the National Association of Independent Colleges concerning the specific needs of the independent sector.

Let me turn now to the report of that task force and our proposals for reauthorization. In summary, our proposals seek to clarify the mission of the title III programs. We seek to direct funds to those institutions that need them the most, to ensure that institutions demonstrate progress toward their stated objectives, and distribute scarce funds more wisely and widely, and distribute assistance in ways that will enable institutions to pool their resources and work toward becoming truly self-sufficient and independent.

These proposals seek to alleviate a number of problems addressed earlier this morning, three in particular. First, there was a general consensus among members of the NAICU task force that there is no longer a clear mission for the title III programs. We need to address that firmly and clearly.

Second, there seems to be no evaluative process to determine if the funded activities are of real value to an institution, and indeed, if they are ever implemented. Individual activities or whole title III programs are often fragmented at the institutional level and also at the departmental level here in Washington. This fragmentation occurs when decisions are made as to what should be funded and what should not be funded. President Smith just alluded to that problem at his sample institution. There is no thought given to the overall effect frequently of a program on an institution.

Third, the uncertainty of funding from year to year, again alluded to by President Smith. Even for institutions with multiple year, noncompetitive continuation grants, it makes fiscal planning, particularly at a developing institution, difficult, if not virtually impossible.

Let me turn now to our proposals for reauthorization. There are nine, and I will try to summarize them very briefly.

First, provide eligibility criteria that reflect both institutional and student characteristics. We all know the history of how we have moved on the criteria issue. We need to do this for two reasons. First, student characteristics alone cannot define an institution's program development needs. There may be institutions very well endowed that meet the student criteria. I think you made that point this morning. Second, such characteristics offer no basis for determining an institution's progress towards developed status. How shall we ever evaluate the title III program if we don't build in the criteria on the front end if we're going to evaluate on the back end?

These previous criteria that we had in the program when it was first conceived, that took some attention to institutional characteristics—such as strengths of the library, the strength of its overall development program, the character of its faculty—need to be instituted again and carefully redefined. The previous criteria included characteristics such as library holdings, endowment size, gift budgets, and overall development needs. Those are the criteria that really define a developing institution.

Mr. Chairman, we agree with the GAO that a combination of institutional and student data would better serve to identify those institutions that need assistance. The establishment of such criteria would provide the Department of Education with a much needed mechanism to monitor and evaluation an institution's progress and continued legitimate need.

At Bloomfield College, as an example, 90 percent of our students currently receive some form of financial aid. At this institution, again which is not unlike other independent institutions, we find that a large percentage of our budget now goes to support student aid. In the independent sector between 1981 and 1983, the amount of student aid, the student budget that goes for student-funded aid on the campus, rose from $900 million to $1.9 billion. At my own institution, when I came in 1970, we spent $60,000 on student aid. This year we are spending $800,000 on student aid. A characteristic such as that is vital to the definition of a developing status of an institution.

Other characteristics which are important to look at are the size and character of an institution's endowment. We must also look very carefully at the expenditure for instruction as opposed to the general G&E budget. We believe very strongly that if we took a good look at the question of expenditure on instruction, as opposed to G&E, which is available data through the HEGIS reports, that you would have a much better set of criteria to work with that would define the developing institution.

Finally, a few other institutional characteristics that need to be built into the legislation would be the question of the faculty degree levels, the library holdings per FTE, the staff and faculty salary levels, admissions characteristics and trends, and the whole development operation of the institution.

Under the current statute, the Secretary has the discretion to consider institutional factors in awarding grants under the institutions with special-needs programs. We recommend the Secretary be required to consider such institutional characteristics along with student characteristics when evaluating the need for institutional support under all title III programs.

The second recommendation is that we require institutions plan for and demonstrate progress toward development status. By enacting eligibility criteria focused more on institutional characteristics as opposed to student characteristics, the subcommittee would provide a sorely needed mechanism to evaluate an institution's progress toward development. It would be appropriate for institutions to be required in developing their plan for funding to address how they expect to strengthen the institution's position in the context of specific eligibility criteria.

Third, we support the elimination of set-asides to ensure competition based on merit and need. Set-asides contained in the statute and appropriations act unfairly restrict competition for scarce Federal dollars. In some cases, the set-asides have caused some institutions to be funded at levels in excess of their original requests just to use up set-aside funds. This never happens to institutions not eligible for set-aside funds; they are given ratable reductions to bring their grants in line with funds available.

If the subcommittee decides to target title III funds on black colleges and universities, we strongly urge you to do so under a distinct part of the act, rather than through the set-aside system.

Fourth, prohibit institutions from receiving continued title III funding through uninterrupted multiple grants. We urge you to enact legislative restrictions to emphasize that title III support is intended to serve as a short-term boost to the efforts of an individual institution. In order to ensure that scarce Federal dollars are distributed widely among the many institutions in need of such funds, the subcommittee should prohibit an institution that receives a title III grant from submitting another application for funding until that institution has been out of the program for as many years as it was funded.

Five, allow institutions to determine the appropriate flow of Federal moneys based on their grant objectives. The system we now have may encourage an institution to apply for 4 to 7 years when, in fact, that may be too long a period to accomplish its individual needs. So the time of the grant should be related to the absolute needs of the institution. We recommend, therefore, that institutions be allowed to choose among a 1, 2, 3, 4, or 5-year funding period for title III grants. This choice should be made as part of the application process and should not be subject to change by title III staff in Washington.

Sixth, we recommend maintaining the current levels of the size of the grants.

Seven, we recommend that we clarify permissible uses of grant funds to enable institutions to work toward true self-sufficiency. The interpretation of the statutory restriction that title III fund activities must be developmental and not operational has caused massive confusion both at the institutional level and also at the Department level in Washington.

Eight, we recommend to reinstate a priority on cooperative arrangements. It is our judgment that early on, although there were some "beltway bandits"—and I think we took care of that problem, as you have suggested—early on the program had been abused by special cooperative arrangements. However, there is definitely a need in the next 10 years that we look seriously at cooperative arrangements as a way of strengthening developing institutions. A case study would be to look at the Council for the Advancement of Small Colleges through which every developing institution that joined the council achieve accreditation status largely by member support. That kind of model for interinstitutional development is absolutely essential. Current restrictions which restrict an institution to not cooperate if it is beyond 50 miles is simply absurd, in our judgment.

We urge you to reinstate provisions of the pre-1980 statute that places a priority on funding for cooperative arrangements among developing institutions. We recommend that institutions participating in cooperative arrangements be allowed to remain eligible for grants to serve purposes other than those funded under the cooperative agreement, and that institutions that have benefitted from long-term or special needs grants be allowed to apply for funding through cooperative arrangements.

Finally, we recommend that we reauthorize the endowment grant program with broader terms for the matching requirement. We would be very happy to work with you in the definition of that matching requirement.

We also suggest that we take another look at section 313 of the act, which excludes the use of property in the calculation of an endowment. We think that the Congress meant you shouldn't count campus buildings and we assume that we mean we do not want to restrict an institution from investing in property as part of its endowment.

It has been a privilege to be with you, Mr. Chairman, and members of the committee, and I will be happy to answer any questions.

[Prepared statement of Merle Allshouse follows:]

PREPARED STATEMENT OF MERLE F. ALLSHOUSE, PRESIDENT, BLOOMFIELD COLLEGE, BLOOMFIELD, NJ

Mr. Chairman, my name is Merle Allshouse. I am President of Bloomfield College in Bloomfield, New Jersey. Bloomfield College enrolls 1500 students, 700 day students and 800 evening students. Half of our students are ethnic minorities, half are adults over the age of twenty-five, and two-thirds are female. The average student at my institution is a 27-year-old Black female.

I also serve as Chairman of the Secretariat of the National Association of Independent Colleges and Universities (NAICU) and, in that capacity, am a member of the NAICU Board of Directors. NAICU is an organization of more than 850 private colleges and universities serving 2.6 million students. We very much appreciate the opportunity to present our proposals for reauthorization of the institutional aid programs under Title III of the Higher Education Act.

You have already heard from a representative of the General Accounting Office of many of the problems that have beset the Title III programs. I have observed a number of these problems first-hand, both as President of a Title III-eligible institution and as a visiting fellow with the Department of Health, Education and Welfare in 1979–1980. To these, we will add the inadequacies we in the independent sector perceive from the campus level in the administration of the programs and the statute, especially in the areas of eligibility criteria and grant purposes.

Despite these concerns, Mr. Chairman, we strongly recommend the continuation of Title III-type institutional support. The Title III programs have enabled a significant number of independent institutions to enter into a partnership with the federal government to enhance their academic programs, improve their financial stability, modernize their instructional equipment, and pool their academic and human resources with those of other institutions to offer a wider array of services to our nation's students. Bloomfield College is one of many Title III success stories. The college received approximately $1.8 million between 1974 and 1978 through the Basic Grant and Advanced Institutional Development programs.

At the time we received our grant, the institution was in Chapter XI bankruptcy status and facing an operating budget deficit of $1 million. But with funds provided by Title III, we successfully redirected the college's focus to serve the needs of the many minority students in Newark and surrounding areas. We established our Learning Support program, which improves the reading and mathematical skills of many of our first-year students from the eighth grade to the thirteenth grade level *in one year*. We have established a set of core courses for our first-year students with no more than fifteen students in each class. We have essentially inverted the standard collegiate model to see to it that our first year students receive the greatest attention. As a result, I am proud to say, the College has one of the highest student retention rates in New Jersey. Our program, which had its roots in Title III, was recently cited as one of thirteen outstanding freshman programs by the President's Report on Excellence in Education.

Title III funding also allowed the College to plan for a healthy financial future. Through institutional planning funded in part by Title III, we succeeded in leaving Chapter XI status in 1976. Since then we have operated with a surplus budget every year and built our unrestricted reserve fund by $1 million.

Mr. Chairman, institutions in the independent sector receive no direct operating subsidies from local, state, or federal governments and are serving students extraordinarily well. A number of these institutions need some short-term, targeted federal assistance to enable them to continue to serve our next generation of students. We strongly believe that such assistance should act as a boost to the institutions' own efforts and not as a source of expected continuing operating revenue.

The Secretary of Education would have this Committee believe that independent colleges and universities are rich with endowment dollars and could, therefore, endure multi-billion dollar cuts in Higher Education Act support. But the facts as calculated by the National Institute of Independent Colleges and Universities, our research arm, show that just twenty institutions or 1.3 percent of all independent colleges and universities hold almost half the total endowment in the independent sector.

It is the many independent institutions with little or no endowment that need a modest time-specific federal grant to assist the institution in strengthening its financial base and enhancing its educational environment. We believe that this environment, characterized by the individual attention we give to each student and his or her academic development, is the hallmark of the independent sector. We believe that it is this kind of attention, exemplified by the Learning Support program at Bloomfield College, that explains the fact that, although the independent sector enrolls only 20 percent of the nation's students, we succeed in awarding 33 percent of all bachelor's degrees, 39 percent of all master's degrees, 37 percent of doctoral degrees and 59 percent of all first professional degrees.

While we generally support the reauthorization proposals presented by the American Council on Education as a consensus position that seeks to address the perceived needs of all sectors of higher education, my testimony will present the recommendations of the Title III Task Force of NAICU concerning the specific needs of the independent sector. The task force includes members with broad experience with the Title III programs, including presidents of eligible institutions currently receiving grants; a president of an institution once eligible, then ineligible, and now eligible once again; a director of a Title III consortium; and a former director of the Title III program with the Department of Health, Education and Welfare.

Let me now turn to the report of the task force and our proposals for reauthorization. In summary, our proposals seek to clarify the mission of the Title III programs, direct funds to those institutions most in need, ensure that institutions demonstrate progress toward their stated objectives, distribute scarce funds more widely, and distribute assistance in ways that will enable institutions to pool their resources and work toward becoming truly self-sufficient. These proposals seek to alleviate a number of the problems addressed earlier this morning.

There was a general consensus among the members of the NAICU task force that there is no longer a clear mission for the Title III programs. There does not seem to be a true conceptualization of a developing institution and therefore the distinctions between "developmental" and "operational" are not clear. Furthermore, the administrative inefficiencies and the general lack of staff expertise on the part of the Education Department result in confusion and frustration for institutional program offices.

There seems to be no evaluative process to determine if the funded activities are of real value to an institution (and indeed are even implemented). Individual activities or whole Title III programs are often fragmented at the institutional level by the Title III Grants Management Staff and/or the Title III Project Office in the Department of Education. This fragmentation occurs when decisions are made as to what should be funded and what should not. There is no thought given to the overall effect on the institution.

The uncertainty of funding from year to year, even for institutions with multiple-year, non-competitive continuation grants, makes fiscal planning and program implementation very difficult. An initial commitment of a fixed dollar level per year for a period of 2-7 years looks good on paper. However, when the actual funding level is based upon yearly appropriation levels, set-asides, and perceptions by the Education Department staff as to how developmental an institution's program is, that initial commitment is worth very little. Many independent institutions have found that they were not able to accomplish their stated objectives over a period of time due to the lack of adequate funding.

Let me now turn to our proposals for reauthorization.

PROVIDE ELIGIBILITY CRITERIA THAT REFLECT BOTH INSTITUTIONAL AND STUDENT CHARACTERISTICS

Program eligibility has had a confused history. Prior to regulatory changes in 1980, a rather loose and not carefully researched set of institutional and student characteristics was used to determine eligibility. Starting in 1981, a specific set of student financial aid and educational and general expenditure criteria was adopted which emphasized student characteristics in the determination of institutional eligibility. We believe these have proved to be inappropriate as eligibility criteria for a program of assistance to developing institutions for at least two reasons:—student characteristics alone cannot define an institution's program development needs;—such characteristics offer no basis for determining an institution's progress toward developed status.

These facts were pointed out to Congress during Title III hearings in 1979. Information on eligibility was presented to this Subcommittee on March 28, 1979. Mr. Ahart from the General Accounting Office stated that the new formula proposed for application in 1981, which was based on the ratio of Basic Educational Opportunity Grants (BEOG) per full-time equivalent students and education and general (E&G) expenditures per full-time equivalent students, "strikes us as being somewhat arbitrary, and not having a direct relationship to whether or not the institution is a developing institution, and whether or not the institution is struggling for survival." When Mr. Ahart was asked what GAO thought might be a more reasonable formula, he responded that "the eight-point criteria that were in the former regulations if they were applied reasonably and consistently, and the awards made on that basis . . ." would be more appropriate. These previous criteria included institutional characteristics such as information on library holdings, endowment size, gift budgets, and developmental need.

Mr. Chairman, we agree with the GAO that a combination of institutional and student data would better serve to identify those institutions in need of assistance. The establishment of such criteria would provide the Department of Education with a much needed mechanism to monitor and evaluate an institution's progress and continued need for funds.

Current eligibility criteria place disproportionate weight on an institution's number of Pell Grant recipients and the size of such grants. We believe that a more appropriate measure of an institution's commitment to serving needy students would be to weight the number of the lowest-income students among the total unduplicated number of students receiving federal, state, and institutional aid. As you know, Mr. Chairman, appropriations for the student aid programs have not kept pace with inflation or tuition increases. In 1979 the maximum Pell Grant awarded to the most needy student covered one-third of the average cost of attending an independent college. It now covers less than 25 percent.

At Bloomfield College, 90 percent of our students receive some form of financial aid. The average family income of our students is roughly $10,000 less than that of students attending the State University of New Jersey. The majority of our students must work part-time in addition to their campus work-study jobs to supplement all their other federal, state, and institutional student aid benefits to meet their college costs. In order to maintain our commitment to educating our nation's neediest students, independent colleges have had to increase radically their direct institutional aid to these students. Between 1981 and 1983 independent colleges more than doubled their institutional student aid from $900 million to $1.9 billion. My own college has been no exception. Mr. Chairman, this increase in assistance to needy students represents real dollars that are no longer available for purposes of academic development, libraries, campus maintenance, and student services. Hence we consider it appropriate for purposes of establishing eligibility to consider institutional aid when evaluating the institution's commitment to needy students.

In the area of institutional characteristics, we propose that endowment, either standing alone or per full-time equivalent (FTE) student, would be a good measure for determining a "Developing Institution." Most small independent colleges and universities have very small endowments or none at all. Endowment is a current HEGIS item and is therefore available to the Department of Education and verifiable. In evaluating endowment for purposes of eligibility, we would urge you to exclude the "living endowment" of church-related institutions which reflects the lower salaries of members of the clergy within those institutions.

The current eligibility criteria reward institutions whose educational and general (E&G) expenditures per FTE student are low. We believe that the institution's "expenditure-for-instruction" figure as reported by HEGIS would serve as a more appropriate indicator of the institution's investment in its central mission, the education of its students. That category measures an institution's expenditures for all academic activities excluding expenditures for academic administration. E&G, on the other hand, reflects maintenance and utility costs that can vary substantially among regions of the country. Other indicators of institutional health include faculty degree levels, library holdings per FTE, staff and faculty salary levels, admissions records, and development income.

We are sensitive to the criticism expressed by some congressional observers that the Title III programs are only serving to temporarily extend the life of institutions on the brink of closing their doors. In order to ensure that scarce federal dollars are going to institutions with the ability to enhance their fiscal health and educational offerings over the long term, we recommend that a balanced budget factor be added to the eligibility criteria. Let me quickly say that such a factor should not eliminate institutions that are running a deficit. As I mentioned earlier, Title III's positive effect on Bloomfield College came while we were in Chapter XI status. Rather, institutions with balanced budgets over a period of time (1–5 years) should receive extra points.

Under the current statute, the Secretary has the discretion to consider institutional factors in awarding grants under the Institutions with Special Needs program. We recommend that the Secretary be required to consider such institutional characteristics along with student characteristics when evaluating the need for institutional support under all Title III programs.

REQUIRE THAT INSTITUTIONS PLAN FOR AND DEMONSTRATE PROGRESS TOWARD DEVELOPMENT

By enacting eligibility criteria focused more on institutional characteristics, the subcommittee would provide a sorely needed mechanism to evaluate an institution's progress toward development. It would be appropriate for institutions to be required in developing their plan for funding to address how they expect to strengthen the institution's position in the context of the eligibility criteria. In this way, an institution could establish goals based on the eligibility criteria and be evaluated annually on the degree to which the institution is making progress and achieving these goals. Continued or subsequent funding could be contingent on reasonable progress.

ELIMINATE SET-ASIDES TO ENSURE COMPETITION BASED ON MERIT AND NEED

Set-asides contained in the statute and appropriations acts unfairly restrict competition for scarce federal dollars. In some cases, the set-asides have caused some institutions to be funded at levels in excess of their original requests just to use up the set-aside funds. This never happens to institutions not eligible for set-aside funds; they are given ratable reductions to bring their grants in line with the funds available.

The day after tomorrow (August 1, 1985), a special competition will end for $15 million in FY 1985 Part B (Institutions with Special Needs) funds. This is the first competition for Part B grants since 1982, and we are glad it has come about. Still, this $15 million, 11 percent of the FY 1985 appropriation, was made available only because the Department received an insufficient number of requests for set-aside funds from institutions covered by the set-asides.

Because the set-aside established by the appropriations committees applies to the total program appropriation rather than individual programs, the Department of Education has recently been obliged to target endowment grants to institutions that have graduated from the Strengthening Institutions (Part A) and/or the Institutions with Special Needs (Part B) programs.

If the Subcommittee decides to target Title III funds on Black colleges and universities, we strongly urge you to do so under a distinct part of the Title rather than through set-asides. In our April 30th submission to the Chairman and Ranking Republican Member, we joined with many other higher education associations in calling for a Black College and University Act as a separate part of Title III. We support this proposal as a way to meet the needs of this vitally important sector of higher education, particularly in those independent institutions that comprise the United Negro College Fund, a member association of NAICU.

PROHIBIT INSTITUTIONS FROM RECEIVING CONTINUED TITLE III FUNDING THROUGH UNINTERRUPTED MULTIPLE GRANTS

We urge you to enact legislative restrictions to emphasize that Title III support is intended to serve as a short-term boost to the efforts of an individual institution. In order to ensure that scarce federal dollars are distributed widely among the many institutions in need of such funds, the Subcommittee should prohibit an institution that receives a Title III grant from submitting another application for funding until that institution has been out of the program for as many years as it was funded. No overall limit should be placed on how many times an institution may apply for Title III funding; however, each time the institution applies, it must meet the eligibility criteria for a developing institution. Once an institution fails to meet the criteria under which it originally applied, it should be considered to have graduated from Title III.

ALLOW INSTITUTIONS TO DETERMINE THE APPROPRIATE FLOW OF FEDERAL MONIES BASED ON THEIR GRANT OBJECTIVES

Under the current program, institutions are required to choose between applying for one-to-three-year renewable grants or four-to-seven-year non-renewable grants. In order to assure funding for the longest period of time, a number of institutions stretch out objectives over a long period of time to fill up a four-to-seven-year award when the objectives could really be accomplished in one to three years. This is done to assure funding for the longest period of time. Other institutions compress a four-to-seven-year activity into one to three years so they can file another Title III application. This type of grantsmanship does not serve the goals of an effective program targeted on need.

Depending upon the institution, it may take one, two, or several years to accomplish a given objective. Thus, the institution should be given the option, within reasonable limits, of choosing the length of time it needs to accomplish a well-defined program objective without the pressure of an overall limit on the length of time the institution may remain in the Title III program.

We recommend, therefore, that institutions be allowed to choose among a one, two, three, four, or five year funding period for Title III grants. This choice should be made as part of the application process and should not be subject to change by the Title III staff in Washington.

MAINTAIN CURRENT LIMITS ON GRANT SIZE

If the Subcommittee chooses to maintain the current structure of distinct programs for renewable and non-renewable grants, then we would suggest that you extend the current annual funding limits of $800,000 for non-renewable grants and $200,000 for renewable grants. If, however, the Subcommittee chooses to follow the proposal of ACE to do away with that distinction, we would join ACE in proposing an annual limit of $1 million with a $50,000 annual limit for planning grants.

CLARIFY PERMISSIBLE USES OF GRANT FUNDS TO ENABLE INSTITUTIONS TO WORK TOWARD TRUE SELF-SUFFICIENCY

The interpretation of the statutory restriction that Title III funded activities must be developmental and not operational has caused massive confusion at the institutional level. High employee turnover among Department of Education Title III staff has resulted in staffs differing over what is considered developmental and what is considered operational. This is particularly true with regard to the question, "When does a developmental activity become an operational expense to the institution?" Again, judgments have been inconsistent, leaving the impression at many institutions that certain activities are permitted at some colleges but not at their own. Many institutions have commonly had their funding requests reduced as a result of these decisions, or have been required to return funds they had already spent. In 1979, I took the unusual step of turning down a Title III grant for my institution. I did so, in part, because my experience with the program and my period as an HEW fellow had acquainted me with the potential liability of the institution to return funds that were used for activities which the Department could later rule to be operational.

The current Title III program allows an institution to hire consultants to teach its admissions and development staff how to do their respective jobs. While training may be sufficient for some institutions, others may need to be able to hire an admissions or development officer to get the program functioning on a day-to-day basis. Just as it is exceedingly difficult for institutions to improve their financial base without a full-time development officer, it is difficult to bring the institution's offerings to the attention of potential applicants without a full-time admissions officer. We recommend that the hiring of such staff be a permissible use of grant funds for those institutions that do not have full-time staff for such purposes.

Similarly, faculty development and/or retraining is currently a permissible funding area, while administrative staff development is not. If institutions seek to strengthen themselves with Title III assistance through expanding their development or admissions operations, it may be more efficient and appropriate for them to retrain their own staff. We recommend that the expenses associated with staff development should also be a permissible use of grant funds. The requirement that I hire new staff with Title III funds rather than use the funds to train my own staff contributed to my decision to refuse a grant in 1979. While I would have welcomed the opportunity to enhance the capabilities of my own staff, it would not have been prudent at the time to hire new staff and increase the operating budget of the College.

The institutions to be served by Title III are also in need of assistance in developing their library holdings as well as in renovating and/or improving their physical plants. As the members of the Subcommittee know, the general programs in these areas, Titles II and VII of the Higher Education Act, have been woefully underfunded and targeted for elimination by the Administration. While we support your desire to address these areas in separate titles, we also urge you to consider the special needs of Title III eligible institutions when reauthorizing Title III and/or other titles of the Act.

REINSTATE A PRIORITY ON COOPERATIVE ARRANGEMENTS

Since passage of the enabling legislation in 1965, Title III has given birth to a significant number of the nation's cooperative arrangements among colleges. A primary motivation for passage of the original legislation was to encourage the sharing of resources among colleges that were considered to be "out of the mainstream of American higher education." This emphasis was placed on cooperative arrangements in order to reduce costly duplication, ensure that federal dollars were more judiciously dispensed, encourage the attainment of quality education, and expand the benefits of scarce resources.

To this end, Title III encouraged cooperation and provided funding for consortial efforts. Unfortunately, inter-institutional cooperation among small, independent developing institutions of higher education was seriously damaged as a result of the Department of Education's implementation of the 1980 Amendments to the Higher Education Act. The 1980 legislation enacted changes to prohibit a number of abuses that had been found among the non-profit and for-profit assisting agencies that institutions retained in order to participate in cooperative arrangements. The Department placed restrictions on institutional participation in more than one program, limited the allowable distances among cooperating institutions, and disallowed cooperation between eligible and non-developing schools. In addition, program eligibility criteria were established based on student financial aid levels and educational and general (E&G) expenditure ratios which yielded a biased picture of an institution's health and need. As a result, many truly developing institutions were barred from participation.

During the 1980s and 1990s, institutions of higher education—especially small colleges—will need assistance in staying abreast of the latest teaching and learning innovations. Cooperative arrangements can assist these institutions and help to provide needed services for their students. Unfortunately, at a time when cooperation in areas such as new technology, curriculum and administration, and library programs should be a priority for effective and cost-efficient development, the existing Title III regulations discourage this interinstitutional cooperation.

We urge you to reinstate provisions of the pre-1980 statute that places a priority on funding for cooperative arrangements among developing institutions and allows cooperation between developing and non-developing institutions when such cooperation would clearly benefit the Title III-eligible school. Non-developing institutions, however, should not be able to receive Title III funds. The grant objectives to be met through cooperative arrangements (such as a shared purchase to enhance academic computing capabilities or the cataloging and combining of library resources) often differ from the objectives sought by individual institutions for their own academic and financial development. We recommend, therefore, that institutions participating in cooperative arrangements be allowed to remain eligible for grants to serve purposes other than those funded under the cooperative agreement and that institutions that have benefited from long-term or special-needs grants be allowed to apply for funding through cooperative arrangements. Current application procedures for cooperative arrangements require that applicant institutions demonstrate that new funding would not be duplicative of previous Title III support. This practice should be expanded to ensure that institutions receiving individual Title III support and participating simultaneously in a cooperative arrangement are receiving funds for distinctly different purposes.

REAUTHORIZE THE ENDOWMENT GRANT PROGRAM WITH BROADER TERMS FOR THE MATCHING REQUIREMENT

We believe the concept of the endowment grant program is a good one. Endowment grants serve as a federally-funded boost to institutions' efforts at developing endowments. Developing endowments is critical to the long-term health of independent institutions that receive no operating revenues from either local, state or federal government. Unfortunately the title-wide set-asides enacted by the appropriations committees have distorted the distribution of grants. As certain institutions covered by the set-asides have graduated from the Strengthening Institutions and/or the Institutions with Special Needs programs, the Education Department has had to use the endowment grant program to fulfill the set-aside.

The endowment grant program is new and should be allowed to continue. We recommend that the institutional matching requirement be continued but that the terms be broadened to include deferred giving. An increasing percentage of alumni and general support comes to our institutions in the form of pledges of a future commitment of funds, such as planned giving programs. We urge you to allow institutions to attribute to the institutional match such deferred giving that is verifiable, and we would like to work with you in developing a definition of "verifiable".

Under the endowment program, half of the interest earned on the institutional match as well as the federal contribution must accrue to the endowment and is not available for other purposes. This limitation was enacted to ensure growth in the endowment while allowing institutions to have access to the interest on their own contribution.

After a given number of years of participation and a given amount of growth in the endowments, however, institutions could use the earned interest to enhance their academic and financial strength and thus become more self-sufficient. We urge you to allow institutions to use the interest earned on both the institutional match and the federal contribution, or at least that portion of the interest which is in excess of the annual rate of inflation.

In summary, we believe the Title III program, strengthened and made more coherent by the recommendations we have proposed, will enable a significant number of our colleges to serve better our nation's most valuable resource, the intellectual and spiritual assets of our youth.

Mr. Chairman, that concludes my testimony. I would be happy to answer any questions you or other members of the Subcommittee may have.

NAICU Recommendations for Reauthorization of the Higher Education Act

TITLE IV—STUDENT ASSISTANCE

Student Grant Programs—Continue the existing federal policy goal that every eligible student shall receive aid under the Pell Grants, SEOG, and SSIG programs that, in combination with reasonable parental and student contributions, will be sufficient to meet 75 percent of a student's cost of attendance.

Pell Grants—Restructure Pell Grants in order to resolve the long-standing conflict among sectors of higher education over percentage-of-cost limitation/maximum award/funding triggers for other programs by instituting a new Pell Grant formula. The formula would target the program on low-income students and insert price sensitivity into the basic structure of the the Pell Grant program, basing eligibility on a two-part formula: (1) half of tuition, mandatory fee, and book expenses for all eligible low- and middle-income students, up to a maximum of $2,100, plus (2) a substantial allowance to cover living expenses for all low-income students, up to a maximum of $2,100. This mechanism would award substantial grant dollars to low-income students for their living expenses plus half of their tuition expenses in order to assure their access to all types of higher educational opportunities, but would limit the participation of middle-income students to just half the "price" charged to them.

The proposal assumes the same taxation rates on discretionary income for dependent and independent students in order to provide substantial grants to low-income students and a $200 minimum award to a student from a typical family of four with one in college and an adjusted family income of $30,000.

Supplemental Educational Opportunity Grants—Reauthorize the SEOG program with a funding authorization of no less than 15 percent of the appropriation for Pell Grants. Target SEOG funding on students with greatest need for funds (defined as those students whose expected family contribution is less than one-half of their total cost-of-education). Maintain institutional "hold harmless" level at amount institution used in academic year 1985-86 (1985 appropriation). Allocate all new funding above the 1985 level only to those institutions whose institutional "Fair Share" exceeds their institutional "Conditional Guarantee". Reinstitute institutional matching requirement in program, with matching funds to come from non-federal sources. Drop use of institutionally-provided need-based student grants and awards from formula used to determine institutional need for SEOG.

State Student Incentive Grants—Reauthorize the program and allow states to use up to 50 percent of new allocations, above 1985 level, to establish or sustain a 50/50 federal/state matching work-study program.

College Work-Study—Reauthorize the program without changing the language that limits CWS to non-profit institutions, without changing the existing reallocation procedures, and without consolidating the program with Cooperative Education. Allocate new funding above the 1985 level as in SEOG (see above).

National Direct Student Loans—Reauthorize the program and rename the program for its principal advocate, the late chairman of the House Education and Labor Committee, Representative Carl D. Perkins.

Guaranteed Student Loans—Reauthorize the program increasing the annual loan limits for those undergraduates who have completed their first two years of study toward a bachelor's degree and for graduate students to $5,000 and $8,000, respectively. Aggregate limits are increased to $20,000 for undergraduates and an additional $25,000 for graduate students. Limit all loans to need remaining after all federal grant, work, and loan benefits, together with all expected parental/student contributions are taken into account. Provide for borrower-requested consolidation of student loans. Repeal the origination fee. Provide for a federally-guaranteed, but not federally-subsidized, "loan of last resort."

PLUS Loans—Reauthorize the PLUS loan program making it more attractive to lenders, and therefore a more viable program for borrowers, by allowing consolidation or refinancing of loans, and by allowing secondary markets to adjust payment schedules with the borrower.

Master Calendar—Establish a master calendar for the delivery of student aid in order that the student aid system may function smoothly.

Verification—Require verification documentation to be submitted on all federal student aid applications.

TITLE III—INSTITUTIONAL AID

Reauthorize program with three separate parts: Grants to strengthening institutions, grants to Historically Black colleges and universities, and Endowment grants. Alter eligibility criteria to include a wider body of institutions. Expand permissible uses of grant dollars to include recruitment activities and training of administrative staff. Make Cooperative Arrangements a high priority funding area with more lenient restrictions on participation.

TITLE VII—CONSTRUCTION, RECONSTRUCTION, AND RENOVATION OF ACADEMIC FACILITIES

Reauthorize title with emphasis on renovation rather than new construction. Increase funding authorization to reflect the increasingly critical need for assistance in this area. Streamline title by deleting unfunded provisions for loan insurance and interest grants. Delete community college setaside provision so that all types of institutions compete equally on the merits of their applications.

Chairman **Hawkins** [presiding]. Thank you, Mr. Allshouse.

The next witness is Dr. G. William Troxler, president, Capitol Institute of Technology.

STATEMENT OF G. WILLIAM TROXLER, PRESIDENT, CAPITOL INSTITUTE OF TECHNOLOGY

Dr. **Troxler**. Thank you, Mr. Chairman, and members of the committee. It is indeed a privilege to be here today.

My testimony is a bit different from everyone else. My purpose today is to explain to you the success of title III at Capitol Tech and why it worked at my college, and why I believe reauthorization is absolutely essential to American higher education.

The Capitol Institute of Technology is a small, and I might say, "still developing" independent college of engineering technology located in Maryland. Our student body is the kind of study body that we think the original legislation had in mind in terms of serving. The demographics describing our student body read like this:

About 31 percent of them are minority students; 17 percent of the population is black, 13 percent Asian, and 1 percent Hispanic. The average age of our student body is 26 years, and 53 percent of the student body receives some kind of Federal assistance. In total, almost 70 percent of the student body receives some kind of Federal or private assistance as they go through.

Our college has an open admissions program. There are no criteria for coming, save that of a high school diploma. Our annual tuition runs $4,400 annually.

Placement of our graduates is excellent and their starting salaries are quite high. The class of 1984 saw 100 percent of its members placed into jobs within their field of study. Their average starting salary for the baccalaureate graduates was about $26,000 per year. Thirty days after commencement in 1985, 89 percent of the graduating class had been placed and their starting salary averaged $27,500 a year. We anticipate that within 90 days of commencement all of the 1985 graduates will be placed.

It is important to note that the demographics of the student body are the demographics of the graduating class as well. Our institution has an open door, not a revolving door. It is also important to note that Capitol Tech's students are typically first generation college students and many are living out the American dream of social mobility. Capitol Tech is preparing them with the skills they need to participate in the economic mainstream of America and they are entering the middle class of America.

Capitol Tech was fortunate to receive a title III grant during the calendar year of 1981, and from October 1, 1981 through September 30, 1985, title III has made available to the college approximately $1.5 million. We have done a number of academic things with that, including the creation of programs in optoelectronics, computer engineering technology, and I might say the first undergraduate program in the Nation in applied telecommunications at the undergraduate level.

If we took a profile of this college post-title III and pretitle III, we would find this. That at the end of fiscal year 1980, the year preceding the title III grant, the college looked like this: It had three programs of study; one at the baccalaureate level, one at the associates level, and one at the certificate level, all in the field of electronics. We enrolled 799 students. Our annual budget was $1.5 million. Our total assets of the institution were $1.5 million. We had zero endowments. We occupied two leased buildings totaling 15,000 square feet. In terms of planning, we had no experience, no plan to start, and no mechanism to begin. In terms of fundraising, there had been few attempts, no organized effort, and no measurable success. We could measure our local economic impact annually at about $2.8 million.

Now, if we compare this data with the end of fiscal year 1985, June of this year, the college profile has changed in these ways:

We had baccalaureate degrees in electronics, telecommunications, computers, with plans to launch two B.S. curricula in television production and engineering technology, with an option in computer-aided design at the baccalaureate level; associate degrees in electronics, telecommunications, computers and optoelectronics; and plans to bring on additional curricula. Our enrollment had grown to 1,100 students—that's a 48-percent growth in degree programs, all of which was caused by the new academic programs created under title III. Our annual budget is now $4.5 million—that's a growth of 300 percent—and our total assets are now $15 million, a growth of 1,000 percent, and our meager endowment now stands at $200,000.

Our physical plant is now 60,000 square feet of new academic facilities, situated on 52 acres of land, with plans and funding for an additional 20,000 square feet, to begin construction this fall.

In terms of fundraising, we are within $70,000 of a $3.5 million campaign for capital funds, and the annual fund the college now raises is approximately $75,000. Our local economic impact has now grown to $14 million annual, and if we examined the total economic impact of the institution during the title III period, it totals more than $40 million.

Now, if we take into account the Federal expenditures over the 4-year period that title III has been in place at Capitol Tech, the total enrollment during this same period, a simple calculation will show that these great successes have been achieved at an annual cost to the Federal Government of $80.31 per student. That amazing success demands an answer to the question "Why was title III a success at Capitol Tech?"

I think there are three reasons. First of all is serious planning. Title III gave the college funds for planning while simultaneously offering the possibility that a quality plan would be implemented in part with Federal funds. Academic planning becomes a serious business activity only if those involved believe that it will work and will be funded and will enhance the future of the college. Without some reasonable hope of funding, college planning becomes the worst kind of academic exercise. Title III enabled my institution to take planning seriously.

Second, and most importantly, I think, for a title III institution is credibility. Title III served as an authenticator for the college's plans. The small, unknown, developing institution may have both a great vision for its future and the internal potential to fulfill that vision, but attracting individual donors, corporate gifts and foundation grants to fund that vision is next to impossible. Philanthropists have fixed agendas and issues of concern. Experience shows that they rarely risk their generosity in any significant way on developing institutions. However, once title III has relieved the philanthropist of the threat of being the first and possibly the only donor to fund an activity, those generosities are more relaxed and the philanthropist becomes more relaxed about assisting a developing institution with its plan.

Title III provided seed money for the college. These Federal funds have attracted private gifts that have allowed the college to develop and become more secure.

Title III was the basis of a partnership formed among the Federal Government, the private sector, and the college. Without the initial commitment of title III, Capitol Tech would have had to appeal to hundreds of individuals, foundations and corporations to support its long-range plans. I have no doubt that some of those funds would have been received, but there can be no question that the funding levels attained would never have been achieved without title III commitment. Very clearly, title III was the funding bait that attracted private support to the college.

Third—and you have heard it before from all of the speakers—is breadth. There is no single source of funding that has the breadth of academic interest that title III exhibits. No foundation, no corporation, and few individuals will respond to an appeal from a developing institution for funds that support a catholic plan. Now, that may not seem critical, but consider that in a developing institution the fundraising staff is very often in the smaller schools the president and his secretary. Some large ones are fortunate to have institutional advancement officers and small staffs. A few people and meager budgets are inadequate to appeal to the hundreds of funding sources necessary to replace title III.

Title III was the only source of funding that viewed Capitol Tech coherently. Private sector funding viewed the college as a collection of unrelated departments and singular activities lacking any possibility of synergism or interdependence.

Title III has supported a very special class of colleges that serve a special group of Americans. These colleges are generally small, unknown, and without sufficient resources. The Americans are often first generation college students, typically in need of both financial and intellectual aid. These schools and these Americans are engaged in upward social mobility. They are in the business of expanding the middle class of our Nation. To borrow a concept from economics, it can be said that the developing institutions provide an intellectual value-added for their students. It is both unlikely that these students would be admitted to well-established schools and unlikely that they would succeed in such environments.

The reauthorization of title III ought to recognize that developing institutions are as pluralistic as our society. Title III ought to support developing institutions throughout American higher education. The reauthorization ought not to exclude any school that is prepared to plan for its future and serve an appropriate student body. In clear language, title III ought not be reserved for just historically black colleges, 2-year colleges, or public colleges. Various schools within each of these groups and within the private colleges of America have a legitimate claim on the title of developing institution. These funds ought to be made available to all developing institutions on an equal basis.

Having spent the last 5 years of my life in nearly daily concern about title III management or proposal writing, I have three strong recommendations for you.

First of all is flexibility. As currently structured, title III provides inadequate flexibility in the implementation of long-range plans. Major activities may not be changed after the plan has been approved by title III. This means that colleges are locked into best judgments that may be as much as 5 years old. I believe that this rigidity has forced some schools to carry out activities that have undermined their progress. Title III ought to allow colleges to modify their plans in significant ways each year to address changes in market conditions, new opportunities, as well as unforeseen stresses.

The second opinion is graduation day. We have heard a lot about that during the testimony. In the best sense of the word, no healthy college ever ceases to be a developing institution. But no institution will become self-sufficient if it believes that Federal funds will perpetually support its plans and activities. There must be an absolute graduation day for title III.

A few years of title III funds are insufficient to make progress in most institutions. A few decades of title III funds only serves to enhance the dependence of an institution. To be successful, a college must know that it has a minimum number of years of support with minimum dollar amounts, on opportunity to get its plans in order. To be successful, a college must know that that support is for a reasonable duration and that all of its activities must cumulatively and finally be self-sufficient. Title III ought to be viewed as a catalyst, not as permanent funding.

I would suggest that an absolute time limit of 8 to 10 years is appropriate as a timeframe with a clear understanding that achieving the goal of self-sufficiency will be required in at least 8 years.

My third point is on the endowment program. The endowment program is an opportunity for the Federal Government to ensure what it has achieved in title III schools. Unfortunately, the current program gives priority in funding to current title III grantees. I believe that all title III endowment grants have been received by schools that are, in fact, current grantees. It means that as soon as a school has executed its plan under title III, it is not eligible for endowment assistance.

That seems to me to be both illogical and somewhat a punitive policy. A developing institution creates a plan; with luck and hard work, the plan is funded and is carried out. But because of the short duration of title III funding, the plan is only partly implemented. The activities in midstride may not be sufficient to attract endowment funds on their own.

On the other hand, with a challenge grant for endowment funds under title III, a college can seek support from the private sector to ensure that what has begun under title III can be completed.

This point ties back to my earlier comment about the need for an authenticator to come forward with a grant, or at least a challenge grant, in order to attract private sources of funding.

I recommend that the title III endowment program be opened to all schools that have been designated as developing institutions whether or not they are current grantees.

Mr. Chairman, in summary, title III has been a tremendous success at my institution. It has worked, we have had great successes. We will be graduated in another year. I am absolutely persuaded that without title III funding, we would not be where we are today. We would probably still be back in those leased buildings without any kind of substantial progress on the horizon.

I will be happy to address any questions that you may have.

[Prepared statement of G. William Troxler follows:]

PREPARED STATEMENT OF G. WILLIAM TROXLER, PRESIDENT, CAPITOL INSTITUTE OF TECHNOLOGY, LAUREL, MD

Mr. Chairman, members of the committee, I am G. William Troxler, President of Capitol Institute of Technology, a Title III institution. My testimony today is in support of reauthorization of Title III of the Higher Education Act.

My purpose today is to explain to you the success Title III has had at Capitol Tech, why Title III worked at my College, and why I believe that reauthorization is absolutely essential to American higher education.

The basic purposes of Title III had a strong emphasis on bringing developing institutions into the mainstream of American higher education. The initial legislation and succeeding reauthorizations sought to help developing institutions establish economic viability. Those purposes have largely been accomplished at Capitol Tech.

CAPITOL TECH STUDENTS

Title III activities at Capitol Tech support our entire student body. These students represent the populations the original legislation sought to serve.

A demographic description of the student body is as follows:

17 percent are black.
13 percent are Asian.
1 percent are Hispanic.

The minority population in this private College is 31 percent of the total enrollment.

The average age of the student body is 26 years.

70 percent of the student body receive financial assistance.

50 percent of the student body work full time to fund their education.

10 percent of the student body are engaged in cooperative education to help fund their tuition costs.

Placement of Capitol Tech graduates is excellent and their starting salaries are high. The Class of 1984 saw 100 percent of its members placed into jobs within their field of study. The average starting salary for the baccalaureate graduates was $26,000 per year. Thirty days after commencement in 1985, 89 percent of the graduating class had been placed and their average starting salary was approximately $27,500. We anticipate that within 90 days of commencement that all of the 1985 graduates will be placed.

It is important to note that Capitol Tech's students are typically first-generation college students and many are living out the American dream of social mobility. Capitol Tech is preparing them with the skills they need to participate in the economic mainstream of America and they are entering the middle class of America.

Title III has helped Capitol Tech make available a range of opportunities for these students that the College would not have been able to provide without Title III development funds.

WHAT DID TITLE III BRING TO CAPITOL TECH

Over the period from October 1, 1981 through September 30, 1985 Title III made available to Capitol Tech approximately $1.5 million dollars. The initial year of funding mandated that the College prepare a long-range plan, the first in Capitol Tech's history. Approval of the plan by the Department of Education meant the College could apply for federal funds to implement the plan. The application was approved and with these funds the College created new academic programs in optoelectronics, computer engineering technology and the first undergraduate program in the nation in applied telecommunications. In addition to the purely academic activities, Capitol Tech was able to create a developmental support program for students with weak academic backgrounds and a career center that works with students from their freshmen year to their graduation day to prepare them with job-hunting skills including resume writing, interviewing techniques, career planning and job analysis.

That list must appear to you as academic humdrum of little consequence. But consider how these activities and Title III funding have transformed Capitol Tech.

CAPITOL TECH BEFORE AND AFTER TITLE III

A profile of Capitol Tech at the end of fiscal year 1980, the year preceeding the first Title III grant we received, read like this:

Program: B.S. degree in electronics engineering technology. A.A. degree in electronics engineering technology. Certificate program in electronics.

Enrollment: 799 Students (1980).

Annual Budget: $1.5 million.

Total Assets: $1.5 million.

Endowment: $0.

Physical Plant: Leased buildings totaling 15,000 square feet.

Planning: No experience, no plan to start, and no mechanism to begin.

Fundraising: Few attempts, no organized effort, no measureable success.

Economic Impact: Locally $2.8 million annually.

At the end of fiscal year 1985 the College profile had changed in these ways.

Program: B.S. degrees in electronics, telecommunications, computers, with plans to launch two B.S. curricula in television production and engineering technology. A.A. degrees in electronics, telecommunications, computers and optoelectronics. And a concentration in computer-aided design at both the A.A. and B.S. degree levels.

Enrollment: 1,100 students (a growth of 48 percent in the degree programs, all of which was caused by the new academic programs launched under Title III).

Annual Budget: $4.5 million (a growth of 300 percent).

Total Assets: $15 million (a growth of 1000 percent).

Endowment: $200,000.

Physical Plant: 60,000 square feet of new academic facilities situated on 52 acres of land with plans and funding for an additional 20,000 square feet of new space. Construction will begin before the end of this calendar year.

Fundraising: We are within $70,000 of a $3.5 million campaign for capital funds, and the annual fund now raises approximately $75,000 for the College.

Economic Impact: Locally 14 million annually (an increase of 483 percent).

THE COST OF TITLE III

I think you will agree that these changes are extraordinary. They represent dramatic, healthy changes for the College funded by relatively low federal expenditures. Taking into account the total federal expenditure over the four year period Title III has been in place at Capitol Tech, and the total enrollment during the same period, a simple calculation will show that these great successes have been achieved at an annual cost to the federal government of $80.31 per student. Such amazing success with such low funding forces the question, "Why was Title III a success at Capitol Tech?"

WHY DID TITLE III MAKE A DIFFERENCE AT CAPITOL TECH

There are three reasons for Title III's success at Capitol Tech.

1. Serious Planning.—Title III gave the College the funds for planning while simultaneously offering the possibility that a quality plan would be implemented in part with federal funds. Academic planning becomes a serious business activity if those involved believe that their work will be funded and will enhance the future of the College. Without a reasonable hope of funding, College planning becomes the worst kind of academic exercise.

Title III enabled Capitol Tech to take planning seriously.

2. Credibility—Title III served as an authenticator for the College's plans. The small, unknown, developing institution may have both a great vision for its future and the internal potential to fulfill that vision. But attracting individual donors, corporate gifts, and foundation grants to fund that vision is next to impossible. Philanthropists have fixed agendas and issues of concern. Experience shows that they rarely risk their generosity in any significant way on developing institutions. However, once Title III has relieved them of the threat of being the first and possibly the only donor to fund an activity, philanthropists are more relaxed about assisting a developing college with its plans.

Title III provided seed money for the College. These federal funds attracted private gifts that have allowed the College to develop and become more secure.

Title III was the basis of a partnership formed among the federal government, the private sector, and the College. Without the initial commitment of Title III funds Capitol Tech would have had to appeal to hundreds of individuals, foundations and corporations to fund its long-range plans. No doubt some funds would have been received. But there can be no questions that the funding levels that have been attained would never have been achieved without Title III initial commitment.

Title III was the funding bait that attracted private support.

3. Breadth.—No single source of funding has the breadth of academic interest that Title III exhibits. No foundation, no corporation, and few individuals will respond to an appeal from a developing institution for funds that support a catholic plan. That may not seem critical, but consider that in a developing institution the fundraising staff is often the president and his secretary; some are fortunate to have an institutional advancement officer and a small staff. A few people and meager budgets are inadequate to appeal to the hundreds of funding sources necessary to replace Title III.

Title III was the only source of funding that viewed Capitol Tech coherently. Private sector funding viewed the College as a collection of unrelated departments and singular activities lacking any possibility of synergism or interdependence.

THE NEED FOR REAUTHORIZING TITLE III

Title III has supported a special class of colleges that serve a special group of Americans. The Colleges are generally small, unknown, and without sufficient resources. The Americans are often first generation college students, typically in need of both financial and intellectual aid. These schools and these Americans are engaged in upward social mobility. They are in the business of expanding the middle class of our nation. To borrow a concept from economics, it can be said that the developing institutions provide an intellectual "value-added" for their students. It is both unlikely that these students would be admitted to well-established schools and unlikely that they would succeed in such environments.

Not to reauthorize Title III would mean that many developing institutions would never reach their potential. Not to reauthorize Title III would mean that many students would never have an opportunity to fulfill their intellectual capabilities.

Our society runs on capital. Part of it is physical. Part of it is human. Title III helps to insure that our human capital is developed.

The reauthorization of Title III ought to recognize that developing institutions are as pluralistic as our society. Title III ought to support developing institutions throughout American higher education. The reauthorization ought not to exclude any school that is prepared to plan for its future and serve an appropriate student body. In clear language, Title III ought not be reserved for just historically black colleges, two year colleges, or public colleges. Various schools within each of these groups and within the private colleges of America have legitimate claim on the title of "Developing Institution". These funds ought to be available to all developing institutions on an equal basis.

Look at Capitol Tech's history. Its growth, its financial health, its fund-raising success, its new physical plant can be traced to Title III. An investment of $1.5 million federal dollars created a growth of $15 million in assets and $42.7 million in economic impact. I believe that, properly managed, Title III has the same potential for many other colleges.

RECOMMENDATIONS

Having spent the last five years of my life in nearly daily concern about Title III management or proposal writing I have three strong opinions about your reauthorization efforts.

1. Flexibility.—As currently structured, the Title III program provides inadequate flexibility in the implementation of the long-range plan. Major activities may not be changed after the original plan has been approved by Title III.

This means that Colleges are locked into best judgements that may be as much as five years old. A five year old plan provides an interesting report on how the past viewed our time, but implementing that view could well be catastrophic for a College. I believe that this rigidity has forced some schools to carry out activities that have undermined their progress. Title III ought to allow Colleges to modify their plans in significant ways each year to address changes in market conditions, new opportunities, and unforeseen stresses.

2. Graduation Day.—In the best sense of the work, no healthy College ever ceases to be a "Developing Institution." But no institution will become self-sufficient if it believes that federal funds will perpetually support its plans and activities. There must be an absolute day of graduation from the Title III program. A few years of Title III funds are insufficient to make progress. A few decades of Title III funds only serve to enhance the dependence of an institution. To be successful, a College must know that it has a minimum number of years of support, an opportunity to get its plans in order. To be successful, a College must know that the support is for a reasonable duration and that all of its activities must cumulatively and finally be self-sufficient. Title III ought to be viewed as a catalyst, not permanent funding.

The current legislation provides for a planning year followed by various years of implementation support. The ambiguity of the length of funding is a problem. Too often the length of funding does not allow for fruition in programs. Suppose that in the second year of a five year plan a College is scheduled to develop a new baccalaureate curriculum.

Design and preparation of the program requires a full year. When Title III withdraws its support, the new program will be in its second year of operation and not likely self-sufficient. Certainly the program is in jeopardy after the funds are terminated, possibly the entire College may be harmed by the end of funding.

I believe that an absolute end to the program is essential if a college is ever to gain self-sufficiency. I suggest that an absolute limit of eight to ten years is the appropriate time frame with a clear understanding that achieving the goal of self-sufficiency will require at least eight years.

3. The Endowment Program—The endowment program is an opportunity for the federal government to insure what it has achieved in Title III schools. Unfortunately, the current program gives priority in funding to current Title III schools. I believe that all Title III endowment grants have been received by schools that were currently Title III grantees. It means that as soon as a school has executed its plan under Title III, it is not eligible for endowment assistance.

Consider the illogical and punitive nature of such a policy. A developing institution creates a plan. With luck and hard work, the plan is funded under Title III. Because of the short duration of Title III funds the plan is partially implemented.

The activities in mid-stride may not be sufficient to attract endowment funds on their own. On the other hand, with a challenge grant for endowment funds under Title III the college can seek support from the private sector to insure that what has begun under Title III can be completed.

This point ties back my earlier comment about the need for an authenticator to come forward with a grant, or at least a challenge grant, in order to attract other sources of private funds.

This part of the program can self-select the best of Title III outcomes. The federal monies are merely challenges until the college raises its portion of the endowment from private sources. It is likely that the developing institutions with the most successful programs will attract endowment money.

I recommend that the Title III endowment program be opened to all schools that have been designated as developing institutions whether or not they are current grantees. There may in fact be just cause to prevent current grantees from entering the endowment program as well as the ongoing title program. A developing institution may not have the resources necessary to manage its Title III grant while simultaneously launching a major drive for endowment funds.

Mr. Chairman, that concludes my testimony. I would be happy to answer questions about Capitol Tech's experience with Title III and the future of the program.

GENERAL FACTS

LOCATION
Laurel, Maryland

TYPE
Private, nonprofit, nonsectarian

MISSION
To educate people for careers in applied engineering technology

ORIGIN
- 1927--Capitol Radio Engineering Institute (CREI) founded
- 1932--Residence division of CREI opened
- 1964--Capitol Tech chartered from residence division of CREI

GOVERNING BODY
Self-perpetuating Board of Trustees

ENROLLMENT

Year	Enrollment
1974	212
1975	263
1976	307
1977	401
1978	524
1979	684
1980	813
1981	836
1982	821
1983	1076
1984	1045

ACADEMIC PROGRAMS
BS--
- Computer Engineering Technology
- Electronics Engineering Technology
- Telecommunications Engineering Technology

AA--
- Computer Engineering Technology
- Electronics Engineering Technology
- Optoelectronics Engineering Technology
- Telecommunications Engineering Technology

Certificate--
- Electronics Technician

CALENDAR
Four eleven-week quarters

FACULTY
- 21 full-time
- 40 adjunct

ACCREDITATION
- Middle States Association of Colleges and Schools
- Accrediting Board for Engineering and Technology

COMMUNITY SERVICES
- Degree programs offered off-campus
- Seminars and special-purpose programs designed for specific community needs

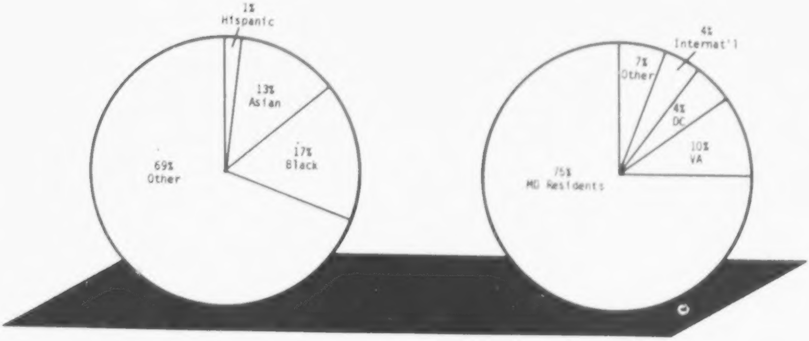
FINANCIAL
- Annual tuition and fees......$4,033
- Over 70 percent of the student body receives some form of financial assistance and/or scholarship aid

ALUMNI
- Over 22 percent of alumni continue in graduate school
- Employment--63 percent work for large corporations; 20 percent work for small corporations; 17 percent work for the government

RELEVANT DATA
Capitol Tech
- Offers the only complete program of study in electronics engineering technology in the Washington metropolitan area and the state of Maryland
- Awards 15 percent of the total engineering technology degrees and certificates conferred in the state of Maryland
- Enrolls the fourth largest part-time undergraduate student body among private colleges in Maryland
- Accounts for the tenth largest undergraduate enrollment among Maryland's 25 private colleges

THE STUDENT BODY

- Average age - 26
- 50 percent work full time
- 10 percent are co-op students
- Largest minority student body of any Maryland private college
- 70 percent receive financial assistance



Average Starting Salaries of 1984 Graduates:

BS Degree
$26,000

AA Degree
$18,000

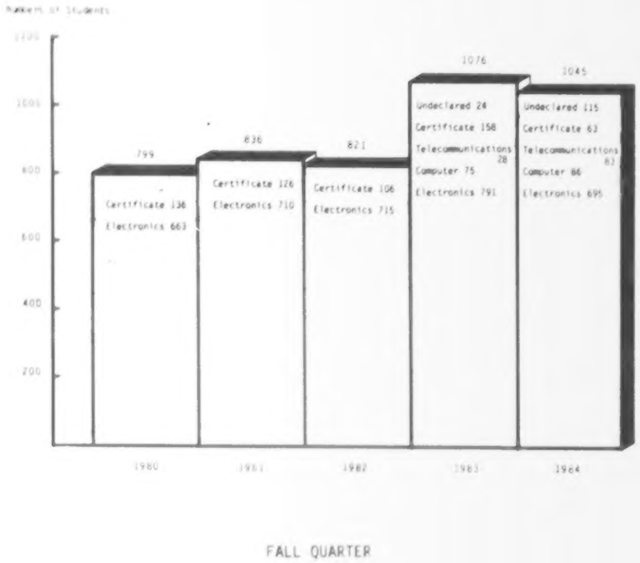
ET Certificate
$13,000

• NEW ACADEMIC PROGRAMS

In 1980, the College offered degree programs only in the field of electronics engineering technology. Today, because of Title III seed money, Capitol Tech offers baccalaureate and associate degrees in electronics, telecommunications and computers. The telecommunications engineering technology program is the only undergraduate applied telecommunications curriculum in the nation. The computer engineering technology curriculum, with its mix of hardware and software courses and emphasis on distributed processing, is unique in the State of Maryland. The College anticipates offering a full associate degree program in optoelectronics during the 1985-86 academic year and a concentration in computer-aided design in 1986-87. None of this program development could have been possible without Title III support.

• ENROLLMENT GROWTH

Overall enrollment grew 31 percent during the five years from 1980 to 1984. Enrollment in Capitol Tech's degree programs grew by 48 percent. Enrollment growth in 1981 - 1984 has been created entirely by new programs developed with Title III funds.



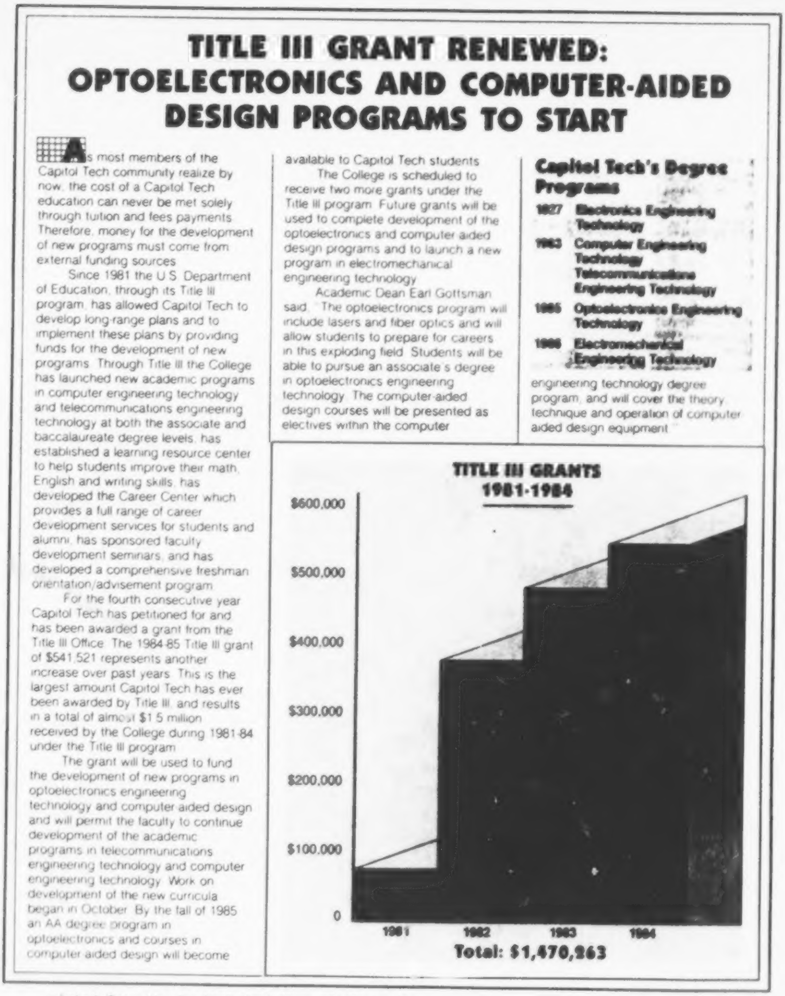
• FUND RAISING

The ability of the College to attract private gifts has increased substantially. New academic programs have led to a close relationship with privately funded sources of support.

During the period of 1982-1985, the College raised $3.5 million from private sources.

2,572-percent increase in fund raising

During the period of 1975-1979, the College raised $131,000 from private sources.



TITLE III GRANT RENEWED: OPTOELECTRONICS AND COMPUTER-AIDED DESIGN PROGRAMS TO START

As most members of the Capitol Tech community realize by now, the cost of a Capitol Tech education can never be met solely through tuition and fees payments. Therefore, money for the development of new programs must come from external funding sources.

Since 1981 the U.S. Department of Education, through its Title III program, has allowed Capitol Tech to develop long-range plans and to implement these plans by providing funds for the development of new programs. Through Title III the College has launched new academic programs in computer engineering technology and telecommunications engineering technology at both the associate and baccalaureate degree levels, has established a learning resource center to help students improve their math, English and writing skills, has developed the Career Center which provides a full range of career development services for students and alumni, has sponsored faculty development seminars, and has developed a comprehensive freshman orientation/advisement program.

For the fourth consecutive year Capitol Tech has petitioned for and has been awarded a grant from the Title III Office. The 1984-85 Title III grant of $541,521 represents another increase over past years. This is the largest amount Capitol Tech has ever been awarded by Title III, and results in a total of almost $1.5 million received by the College during 1981-84 under the Title III program.

The grant will be used to fund the development of new programs in optoelectronics engineering technology and computer aided design and will permit the faculty to continue development of the academic programs in telecommunications engineering technology and computer engineering technology. Work on development of the new curricula began in October. By the fall of 1985 an AA degree program in optoelectronics and courses in computer aided design will become available to Capitol Tech students.

The College is scheduled to receive two more grants under the Title III program. Future grants will be used to complete development of the optoelectronics and computer aided design programs and to launch a new program in electromechanical engineering technology.

Academic Dean Earl Gottsman said, "The optoelectronics program will include lasers and fiber optics and will allow students to prepare for careers in this exploding field. Students will be able to pursue an associate's degree in optoelectronics engineering technology. The computer-aided design courses will be presented as electives within the computer engineering technology degree program, and will cover the theory, technique and operation of computer aided design equipment."

Capitol Tech's Degree Programs

1927	Electronics Engineering Technology
1983	Computer Engineering Technology Telecommunications Engineering Technology
1985	Optoelectronics Engineering Technology
1986	Electromechanical Engineering Technology

TITLE III GRANTS 1981-1984

Total: $1,470,263

rinted from the Capitol Tech News, Fall 1984)

EMPLOYERS OF CAPITOL TECH GRADUATES

A 2 G 2 Company
AAI Corporation
ACCO Industries Inc
ADC
AFE TECH Services
AMP Telecom Division, AMP Inc
AT&T
Acacia Ambulance Service
Access
Accuray Corp
Action Honeywell
Advanced Technology
Aeronautical Radio Inc
[illegible]
American Bell Inc
American Financial
American Instrument Co
American Satellite
American Totalisator
Ampex Corp
Anne Arundel Community College
Applied Communications
Architect of the Capitol
Arinc Research Corp
Associated Contracting Co
Atlantic Research Corp
Automation Industries
B & T Software
Barons Garage
Beckman Instruments
Bell Labs
Bender Broadcasting Service
Bendix
Bendix/Comm Division
Bendix Field Engineering
Bethesda Marriott Hotel
Boeing Aerospace Co
Boeing Computer Services
Bond Press Inc
Booz Allen Hamilton
Bird Tamany Macdonald
C3 Inc
CBS Inc
CFE Wallace Ikard
CIA
CETA
Ce Comp
CA Stations Unlimited
Capitol Tech
Carolina Power & Light Co
Chessie System
[illegible]
Circuit City Service
Cognitronics Corp
Columbia Data Products
Computer Science Corp
Comsat
Control Data Corp
Countermeasures Research
Cox Cable Comm
Creative Thinking
Center for Applied Linguistics
Cyber Technology Inc
CB Creighton Associates
Defense Mapping Agency
Deleuw Cather Parsons
Delmarva Power & Light
Demro Labs Inc
Department of Energy
Department of State
Department of Defense
Department of Water Resources
Delta Communications
Diamond Labs
Digital Communication Corp
Digital Equipment Corp
Digital Passways
Dravco Corporation
Dresser Wayne
Druzak Construction Co
Dupont
Dynatech Packet Tech. Inc
E Systems Inc
E Systems Melpar Division
E.I. Dupont T.F.D.
EG&G Inc
EMC Controls
Eagle Technology Inc
Earthtech Research Corp
Eastern Audio Association
Eastman Kodak
Eaton Corp
Elenco
Elliott Co
Envirotech
Environmarine Systems
Environmental Elements
Executone Atlantic
FBI
FBIS
Fairchild Industries
Florida Power & Light
Foodmasters Inc
Ford Aerospace Comm
Four Phase Systems Inc
Frederick Co. Bd. of Education
Frederick Electronics Corp
Fort Meade
GK Tech Automation
GSA Archives
Galtronics
Gallaudet College
General Telephone Co. of Ohio
General Datacommunication
General Dynamics EB Division
General Electric
General Electric Medical Systems
General Instrument Corp
General Railway Signal CDI
Genter Southeast
Gibbs & Hill Inc
Gould Instrument Division
Guy F. Atkinson
HUD
Hart Electronics
Harvey Electronics
Hayman Cash Register Co
Hekemian Labs
Hellertown Manufacturing
Hewlett Packard
Hillman Medical Systems
Honeywell Inc
Howard Johnson Motor Lodge
Hughes Aircraft
Hughes Corp
IBM
IBM Federal Systems Division
IITRI ECAC
ITT Division
Industrial Electric Co
Information Spectrum Inc
Input Business Machines Inc
Intelsat
International Research Association
Iran Electronic Industry
JG Van Dyke Association
JHA
JPL
JRB Sound Studios
John Donaldson Tech. Inst
Johns Hopkins APL
Johns Hopkins Medical Center
Jos. J. Cassaro RE Broker
Keithley Instruments
Kenwood Electronics
LKC Systems Inc
Litton Industries
Litton Amecom
Lockheed
Lockheed Egr & Mgmt Services
Los Alamos National Lab
M-R Communications
M-A-COM Semiconductor
MCI
MRC Chamberlain Corp
Mack Trucks Inc
Majower Associates
Marchetti & DeSimone Sport
Master Precision Inc
Matsco Goes
McDonald Group Inc
McGraw Hill
McGraw Hill Cont. Ed Center
McGraw Edison Co
Metro Inst of Sci & Technology
Metrorail-Wash Transit Authority
Micolog
Micro Tel Corp
Micros Systems Inc
Microwave Technology
Mine Safety Appliances
Ministry of Finance
Modification Systems Inc
Moore Lewis Inc
Motorola
Motorola C&E Inc
NASA
NASA Goddard
NCR
NRC
NRL
NSA
NU Data Corp
NUS Corporation
NVCC
National Geographic
National Bureau of Standards
National Educational Tech Co
National Elect. Contractors Assn
National Weather Services
Naval Research Lab
Nigerian National Petroleum Co
Nixdorf Computer Corp
Northrop Corporation
Nuclear Energy Services
OAO Corporation
Ocean Search
Operations Research Inc
Optronics Labs
P & P Industries
PEPCO
PG County Fire Department
PPAC EML
PRB Associates Inc
Pacific Missile Test Center
Pacific Northwest Bell
Peace Corps
Pennol Inc
Pennsylvania Electric Co
Penril Corp
Pertec Computer Corp
Picker International
Pittsburgh & Lake
Princeton University
Pulse Electronics Inc
Pulsecom
Pulsecom Hubble
Pure Science
Quadrex Corp
RCA
Raab Cabinetry
Racal Communications Inc
Radiation Systems Inc
Radio Officer Union
Radio Shack Computer Division
Raytheon Co
Reactel Inc
Reactions Institute
Recording Consultants Inc
Regco
Repp Technical Systems
Rixon
Ryland Enterprises
SCI Systems Inc
SEACOR
SPM Instrument Inc
Sachs Freeman Associates
Safeway
Sandia National Labs
Satellite Business Systems
Sears
Shanghai Restaurant
Sigma Systems
Singer Link
Singer HRB Inc
Southern Maryland Electric Co-op
Solarex Corporation
Southern Bell T&T
Sperry
Sperry Systems
Sperry Univac
St Marys County Public Schools
Standard Federal S & L
Storage Technology Corp
TCOM
TDX Systems
Taylor Model Basin
Telcoa
Telecommunications Techniques
Telecommunications Inc
Telelect
Tesst School
Tracor Inc
Trayer Yelverton Inc
US Air Force
US Army
US Bureau of Mines
US Coast Guard
US Department of Commerce
US Government
US Naval Air Systems Command
US Naval Air Test Center
US Naval Intelligence
US Naval Oceans System Center
US Naval Sea Systems Command
US Naval Sur. Weapon Center
US Naval ExSyscom
US Navy
US Postal Service
USA Today
University of Pittsburgh
V & L Microwaves
VA Medical Center
VOLPAR
Varian Associates
Visual Communications Corp
Vitro Labs
Voice of America
WMAL Radio
WTKK TV
Walsh Instruments
Wang Laboratories
Wash. Air Rt Traffic Control
Washington Metro Area
Watkins Johnson
Weinschel Engineering Co
Wells Fargo Alarm System
Western Electric
Westinghouse Electric
WomanSound
Woodlands Cable TV
Xader
Xerox

Mr. Ford [presiding]. Thank you.
Dr. Shay.

STATEMENT OF JOHN E. SHAY, JR., PRESIDENT, MARYGROVE COLLEGE

Dr. Shay. Thank you, Mr. Chairman, and members of the committee. I will read excerpts in view of the time constraints.

I am president of Marygrove College in Detroit. Marygrove has 1,000 undergraduates, 52 percent of whom are over the age of 25, 87 percent of whom qualify for aid based on need, and of that number, 65 percent report family incomes of $12,000 a year or less. Our school nurse keeps on hand crackers, cheese, and peanut butter for the many students we have who aren't eating regularly, and yet they are trying to attend college.

Each of us here today has a different perspective, but I believe we can all agree that the broad purpose of title III is to help fulfill the Federal mission to ensure equality of educational opportunity. Congress should fulfill that mandate by targeting title III funds toward institutions which are currently educating large numbers of disadvantaged students rather than setting funds aside for certain categories of institutions, whether or not all colleges within the category serve the underrepresented and/or the disadvantaged.

If, however, Congress wishes to direct title III funds specifically to institutions serving the needs of minorities, the following definition should be utilized, which is taken from the Minority Institutions Science Improvement Program:

"Minority institution means an accredited college or university whose enrollment of a single minority group or a combination of minority groups as defined in this section exceeds 50 percent of the total enrollment." And I don't quibble with the 40 percent mentioned earlier by my colleague.

Now, my remarks will be directed toward serving the needs of black students, with which we have had more experience at Marygrove College, although they apply comparably to Hispanics and other underrepresented minorities.

Your deliberations should focus upon how title III can best redress the continuing underrepresentation of black people in American higher education. The Education Amendments of 1980 set aside funds for institutions which have historically served substantial numbers of black students, while ignoring other institutions which currently do so. Although the vast majority of the traditionally black institutions continue to fulfill their historic, vital mission, black students in a few of them no longer constitute even a majority of their enrollment.

The same amendments set aside funds specifically for community and junior colleges, a category which includes not only many institutions primarily serving the disadvantaged but also some of the most comfortably financed institutions in the country. I hasten to acknowledge both that the community college movement may be the greatest thing to happen to American higher education since the GI bill and that a disproportionately high percentage of underrepresented minorities enroll in community colleges. Nevertheless, if funds are to be set aside for this or any other group of institutions, they should be allocated on the basis of what the institutions are doing and not for the mere fact that an institution falls within a certain category.

Data for 1980 and 1981 show that 45 percent of all black college students were enrolled in institutions outside the States where the traditionally black institutions are located. Indeed, 49 2- and 4-year public and private institutions across the country reported that black students constituted more than 50 percent of their enrollment; yet these institutions were ineligible for the part B set-aside because they did not "historically serve substantial numbers of black students." In my neighboring State of Illinois alone there were 8 such colleges, enrolling a total of more than 35,000 students.

Virtually 12.5 million American blacks live outside the South, 57 percent of whom reside in the 4 States of California, Illinois, Michigan, and New York, where no historically black colleges are located.

Many people desire access—either for themselves or for their children—to a college where black students constitute the majority, but they simply lack the financial resources to afford living away from home, much less the travel costs to reach colleges several hundred miles away. Furthermore, those who are working, married, or who have children, may find it impossible to attend college anywhere but in or near the city in which they reside. Our society badly needs more colleges with large minority enrollments located in or near the large metropolitan areas in all sections of the country where minority groups are heavily concentrated.

Our failure to ensure educational opportunities to the currently underrepresented can have tragic consequences for American society, and I offer two examples. Much publicity has been given recently to the so-called aging of America. An analysis of demographic data, however, shows that while the white population is, indeed, aging, the minority populations are much younger and growing rapidly. Within 20 years or so, about one-third of the country's working age population—that's age 18 to 65—will consist of what we now call minorities. It is the working population which produces wealth to provide needed social services for the retired and the elderly. If we don't provide the needed education for our growing minority populations, where will we obtain the competent work force to create the wealth that will provide for the sunset years of the growing retirement group, which I submit, Mr. Chairman, will include you and me at that time.

Another compelling issue is the distribution of our minority citizens. They are heavily concentrated in our large cities. This trend toward concentration is accelerating. Indeed, by the year 2000, 15 years from now, what we now call minorities will constitute the majority of the population of 53 major American cities. Already today minorities constitute the majority of school enrollments in 23 of our Nation's 25 largest school systems.

In short, the minority populations are significantly younger than the white majority, they are growing more rapidly, and they are heavily concentrated in our large cities. Title III must support institutions which are both educationally and geographically accessible to these important segments of our citizenry.

I submit that for a working single black parent living in Detroit, who seeks higher education in a nurturing environment, that moving hundreds of miles away is simply not a feasible alternative to go to college.

So, finally, I recommend that Congress direct title III funding especially toward strengthening accredited institutions which can demonstrate they currently serve large proportions of low income, disadvantaged, and/or underrepresented American citizens without regard to history, geography, or category of institution.

Thank you.

[Prepared statement of John E. Shay, Jr., follows:]

PREPARED STATEMENT OF JOHN E. SHAY, JR., PRESIDENT, MARYGROVE COLLEGE, DETROIT, MI

Each of us here today has a different perspective, but I believe we can all agree that the broad purpose of Title III is to help fulfill the Federal mission to ensure equality of educational opportunity. Congress should fulfill that mandate by targeting Title III funds toward institutions which are currently educating large numbers of disadvantaged students rather than set funds aside for certain categories of institutions whether or not all colleges within the categories serve the underrepresented and/or the disadvantaged.

If, however, Congress wishes to direct Title III funds specifically to institutions serving the needs of minorities, the following definition(s) (taken from the Minority Institutions Science Improvement Program) should be utilized:

"Minority institution" means an accredited college or university whose enrollment of a single minority group or a combination of minority groups as defined in this section exceeds fifty percent of the total enrollment. The Secretary verifies this information from the data on enrollments (Higher Education General Information Surveys HEGIS XIII) furnished by the institution to the Office for Civil Rights.

"Minority" means American Indian, Alaskan Native, black (not of Hispanic origin), Hispanic (including persons of Mexican, Puerto Rican, Cuban, and Central or South American Origin), Pacific Islander or other ethnic group underrepresented [in science and engineering.]

"Accredited" means currently certified by a nationally recognized accrediting agency or making satisfactory progress toward achieving accreditation."

My remarks will be directed toward serving the needs of black students, with which we have had more experience at Marygrove College, although they apply comparably to Hispanics and other underrepresented minorities.

Your deliberations should focus upon how Title III can best redress the continuing underrepresentation of black people in American higher education. The Education Amendments of 1980 set aside funds for institutions which have historically served substantial numbers of black students while ignoring other institutions which currently do so. While most of the traditionally black institutions continue to fulfill their historic, vital mission, black students in a few of them no longer constitute even a majority of their enrollment.

The same amendments set aside funds specifically for community and junior colleges, a category which includes not only many institutions primarily serving the disadvantaged but also some of the most comfortably financed institutions in the country. I hasten to acknowledge both that the community college movement may be the greatest thing to happen to American higher education since the GI Bill and that a disproportionately high percentage of underrepresented minorities enroll in community colleges. Nevertheless, if any funds are to be set aside for this or any other group of institutions, they should be allocated on the basis of what the institutions are doing, and not for the mere fact that an institution falls within a certain category.

Data for 1980-81 [1] show that 45 percent of all black college students were enrolled in institutions outside the Southern/border states where the traditionally black institutions are located. Indeed, 49 two- and four-year public and private institutions across the country reported that black students constituted more than 50% of their enrollment, yet these institutions were ineligible for the Part B setaside because they did not "historically serve substantial numbers of black students" (Emphasis added). In my neighboring State of Illinois alone, there were eight such colleges enrolling a total of 35,300 students.

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[1] National Center for Education Statistics "Bulletin," September 1981.

Virtually 12½ million American blacks live outside the South, 57 percent of whom reside in the four states of California, Illinois, Michigan, and New York,[2] where no historically black colleges are located. Many people who desire access (either for themselves or for their children) to a college where black students constitute the majority simply lack the financial resources to afford living away from home, much less the travel costs to reach colleges several hundred miles away. Furthermore, those who are working, married, or who have children may find it impossible to attend college anywhere but in or near the city in which they reside. Our society badly needs more colleges with large minority enrollments located in or near the large metropolitan areas in all sections of the country where minority groups are heavily concentrated.

Surely there is little doubt that certain minorities and ethnic gorups are woefully underrepresented as college students. Personalized, effective instruction must be made accessible for all our citizens based on their abilities, not upon their family incomes, social status, or ethnic heritage. Because the future will require even greater levels of education and skill development, our failure to ensure educational opportunities for the currently underrepresented can have tragic consequences for American society.

Let me offer two examples. Much publicity has been given recently to the so-called ageing of America. Analysis of demographic data, however, shows that while the white population is indeed ageing, the minority populations are much younger and growing rapidly. Within twenty years or so, about 35 percent of the country's working age population (18-65) will consist of what we now call minorities. It is the working population which produces wealth to provide needed social services for the retired and the elderly. If we don't provide the needed education for our growing minority populations, where will we obtain the competent workforce to create the wealth that will provide for the sunset years of the growing retirement group?

Another compelling issue is the distribution of our minority citizens. They are heavily concentrated in our large cities. This trend toward concentration is accelerating. Indeed, by the year 2,000 (15 years from now), what we now call minorities will constitute the majority of the population of 53 major American cities. Already today, minorities constitute the majority of school enrollments in 23 of our nation's 25 largest school systems.[3]

In short, the minority populations are significantly younger than the white majority, they are growing more rapidly, and they are heavily concentrated in our large cities. Title III must support institutions which are both educationally and geographically accessible to these important segments of our citizenry.

One of the underlying principles of Title III is its recognition of and support for the diversity of American higher education. Title III is aimed at the hundreds, indeed thousands, of institutions which do not appear prominently in the sports pages each fall and winter.

Throughout most of American history, higher education consisted of small colleges scattered all across the country, each with a distinctive mission. Hundreds of distinctive colleges still abound, serving a specific clientele, embodying a particular educational philosophy, or otherwise differing from the larger, more visible institutions. Because many individuals thrive on one kind of institution while they might fail in another, it is essential that our characteristic American diversity be supported and enhanced. Title III has served well this group of colleges which generally lack the large development and lobbying staffs of the better funded institutions. Congress should continue to support this vital program.

In particular, however, Congress should direct Title III funding especially toward strengthening accredited institutions which can demonstrate they currently serve large proportions of low income, disadvantaged, and/or underrepresented American citizens without regard to history, geography, or category of institution.

Mr. FORD. Thank you very much.

Mr. Hawkins.

Chairman HAWKINS. I have no questions, thank you.

Mr. FORD. Mr. Owens.

Mr. OWENS. Just a few quick questions to Dr. Shay.

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[2] Statistical Abstract of the United States, 1985. 105th Edition.

[3] "Demographic Imperatives: Implications for Educational Policy" American Council on Education, 1983.

How many black faculty members do you have?

Dr. SHAY. Very few. We have 54 faculty members in all, and a little over 85 percent of our faculty are white. Now, we also have a large number of what we call adjunct faculty, who come in and teach one course, and about a third of them are black.

Mr. OWENS. Of the number of black students who come in, what is the percentage that actually graduate?

Dr. SHAY. I don't know the answer to that specifically. It is probably about 40 percent.

Mr. OWENS. Only 40 percent graduate?

Dr. SHAY. Yeah.

Mr. OWENS. How many go on to graduate schools and get Ph.D.s?

Dr. SHAY. We have a significant number that go on—let me see if I can give you data for 1983. Ninety-two percent of those who applied for graduate school got admitted. In the last 6 years, everybody who has completed our premed and predental programs has been admitted to a medical or dental school. Now, the numbers there are very small.

In 1983, 90 percent of those who graduated in teacher education got jobs teaching. I can write to you with the raw numbers, if you want.

Mr. OWENS. Thank you.

Mr. Allshouse, what phenomena resulted in your being able to graduate from bankruptcy—you were nearly bankrupt and you went into the program. What is your base for financing now? Why do you have a surplus? You say you have a surplus.

Dr. ALLSHOUSE. It's all private. It is a question, I think, of our——

Mr. OWENS. All private? What kind of private sources?

Dr. ALLSHOUSE. Oh, the private sources of money that I raise around the country from alumni and friends and foundations. I would say that title III had a large part to do with our recovery.

We infused new energy and resources into our development program, our alumni program, and we cut back in many areas. We really reidentified our mission to serve the Newark-Patterson area. So I think more than anything else it was the reidentification——

Mr. OWENS. You had an opportunity to discover resources that always were there?

Dr. ALLSHOUSE. Absolutely, and that was as a result of title III.

Mr. OWENS. I submit that in the case of mostly historical black colleges, they don't have the resources. They start from a base where two-thirds of the black population is in poverty. Institutions are struggling to survive themselves and can't support the colleges as a result. It's a very different kind of situation and I would urge you to consider that when you argue that everybody should grow up and graduate.

Dr. ALLSHOUSE. I think the resources I'm talking about were not the ones you're talking about right now. We actually went through a chapter 11 bankruptcy so we had no resources. In fact, we were a ward of the Federal court.

Mr. OWENS. But later on you discovered that your alumni was a resource.

Dr. ALLSHOUSE. It was a spiritual energy resource. Our alumni give a total of $20,000 a year on a $9 million budget. Most of our alumni are first generation. I don't have any alumnus who gives in the six-figure category. So we have all the characteristics of a first generation institution.

Mr. **Owens**. Finally, Mr. Johnson, would you argue that, in line with the statement I made earlier about the nurturing process that takes place in historically black colleges for black students, that a similar argument could be made for other kinds of students who have problems and that the small institution, there is an argument that can be made for the protection of a small institution, that smallness, that locally based—to get back to the argument that the students can travel to the institution, all that deserves an argument unto itself that should be made strongly in terms of preserving in the constellation of higher education institutions, making a special effort to preserve those small institutions out there that don't——

Mr. **Johnson**. I agree. I agree.

It's interesting. When you read—and I haven't done a whole lot of reading on this—but what I have read about these institutions reminds me of what I read about the women's colleges, in terms of the benefits that accrue to the individuals that go there, the role models, the supportive atmosphere, et cetera. I think these things are very important and I think they should be funded.

Mr. **Owens**. Thank you.

I have no further questions, Mr. Chairman.

Mr. **Ford**. Mr. Hayes.

Mr. **Hayes**. Thank you, Mr. Chairman. I am conscious of the time constraints under which we are operating, and I thank our witnesses for appearing today.

Mr. **Ford**. Mr. Dymally.

Mr. **Dymally**. Just two brief questions, one to Dr. Allshouse. You stated in your testimony that you were opposed to set-asides but you supported a provision in title III for the historically black colleges and universities.

Dr. **Allshouse**. We support the HBCU Act, yes. The National Association of Independent Colleges supports that very strongly.

Mr. **Dymally**. Dr. Smith, as a member of the United Negro College Fund, is it your experience that corporations are prone to give to the fund $5,000 or a like sum instead of giving several colleges $5,000? In other words, it is easier to give one lump sum which has to be spread out and divided by 42, rather than give individual colleges an endowment; is that right?

Dr. **Smith**. That's correct.

Mr. **Dymally**. So as helpful as it is—and one does not want to deemphasize the importance of the fund—yet corporations find a loophole and give to them.

Dr. **Smith**. Yes. That assessment is correct.

Mr. **Dymally**. My experience, as I talk with corporations that come to me about their commitment to the black colleges, the first thing they say to me is "We give to the United Negro College Fund." When I look at their catalog, the financial statement from their in-house foundation, I see large contributions and endowments to Ivy League schools which far outweigh the small contribution they make to the United Negro College Fund.

Has that been your experience?

Dr. **Smith**. That is correct, too, yes.

Mr. **Dymally**. Thank you very much, Mr. Chairman.

Mr. **Ford**. Thank you very much.

Gentlemen, I'm sorry, but we obviously would have more questions but we are being evicted because this room has been scheduled for something that people are coming from all around the country for. We are now overtime.

Thank you very much for your contribution. You will receive some additional questions, I'm sure, from members of the committee. We would appreciate it if you could respond to them and they will be included in the record contemporaneously with your testimony today.

Now, we have another panel but we are not going to be able to hear it today. Dr. Philip Day, president of Dundalk Community College; Dr. Elias Blake, Jr., president of Clark College; Mr. John Forkenbrock, acting director of the American Indian Higher Education Coalition; Dr. William Hytch, Chair, advisory committee, Office for the Advancement of Public Black Colleges, and chancellor of the University of Maryland, Eastern Shore; and Dr. Raul Cardenas, Hispanic Higher Education Coalition and Mexican-American Legal Defense, and president, South Mountain Community College.

We have hearings scheduled for each of the remaining days of this week with witnesses on their way in, so what we will try very hard to do, if you can come back, is schedule something—I guess we'll have to do it in September before we wrap this up. In the meantime we will include the prepared statements that were submitted to the committee in today's record and try to establish another date when we can find an opening after Labor Day.

I give you my most abject apologies for having to do this. I have never had to do it before. But we did use up a lot more time at the beginning of today than we had expected when these panels were put together. As it has turned out, unfairly, it constricted the time available to the panels.

With that, the subcommittee will adjourn.

[Whereupon, at 12:45 p.m., the subcommittee was adjourned.]

REAUTHORIZATION OF THE HIGHER EDUCATION ACT

Title III: Developing Institutions

Volume 6

FRIDAY, SEPTEMBER 13, 1985

House of Representatives,
Subcommittee on Postsecondary Education,
Committee on Education and Labor,
Atlanta, GA.

The subcommittee met, pursuant to notice, at 9:45 a.m., in the Exhibition Hall, Woodruff Library, Atlanta University Campus, 111 Brawley Drive, Atlanta, GA, Hon. Major R. Owens presiding.

Members present: Representatives Owens, Kildee, Hayes, Dymally, and Hawkins.

Staff present: Thomas R. Wolanin, subcommittee staff director; John Jennings, Esq., counsel to full committee; John Smith, special assistant to the chairman of the full committee; Kristin Gilbert, subcommittee clerk/legislative associate; Raymond Blanks, special assistant to the subcommittee; and Jefferson Fox, minority assistant counsel.

Mr. Owens. The hearing of the Postsecondary Subcommittee of the Education and Labor Committee is now in session.

I want to begin by thanking Dr. Williams and the members of his staff and other members of the Atlanta University Center and the Atlanta University higher education community for their assistance in making this hearing possible.

As a graduate of two local historically black higher education institutions—I graduated from Morehouse College and Atlanta University—I am particularly pleased to serve as the chairman of this hearing on the reauthorization of the Postsecondary Education Assistance Act with special consideration today to H.R. 2907, the Institutional Aid Act Amendments of 1985.

Every historically black college is in a position to make a significant contribution to the overall national higher education effort and this Nation at risk each existing component of the education infrastructure assumes great value. Before we can fully meet the higher education needs for the remainder of the eighties and the coming nineties, many new educational institutions and instructional programs will probably have to be created. In view of this escalating educational challenge in a world which is increasingly more complex and demanding, we must assign first priority to the preservation of institutions we already have.

Historically, black colleges owe their birth, development, and substance to the extraordinary efforts of men and women who overcame enormous hurdles and obstacles. The official hostility and the official neglect of various levels of government, including discrimination by the Federal Government, were among these impediments. The leadership of the historically black colleges, nevertheless, persevered and survived, but great sacrifices were made and unequal and unfair demands were required of administrators, faculty, and students.

Too, great a proportion of the energies and talent of all concerned have been addressed to fund raising and basic survival at the expense of the pursuits of educational excellence. The record shows that the historically black colleges have done an outstanding job under adverse conditions, but so much more could have been done—could have been accomplished if more of the great wealth and resources of this Nation had been made available to the historically black colleges.

The record also shows that the historically black colleges have traditionally enrolled students with some of the greatest handicaps and nurtured those students to the point where they have been able to take their places among the ranks of the higher education achievers.

Indeed, this process of enabling students to make the transition from the world of economic problems, social pitfalls and minimum educational sophistication to the world of graduate education and professionalism is the hallmark achievement of historically black colleges.

As both the national and international—at both the national and international levels, there are presently thousands of students and in the future there will be many millions more who will need the kind of transitional nurturing which graduates of historically black colleges have benefited over the last decades.

The historically black colleges should thus be viewed as a national resource vital in the effort to improve education in this Nation at risk and beyond our domestic education needs, the historically black colleges should be viewed as important instruments to be utilized in the American outreach to students from the Third World countries whose transition from environments of widespread illiteracy to the world of higher education and professionalism are even more difficult than those experienced by disadvantaged American blacks.

The justifications for a special investment in historically black colleges are numerous. The hard realities of Federal budget authorizations and appropriations require that we explicitly set forth these justifications. We must also set forth workable remedies and aid formulas. H.R. 2907, the Institutional Aid Act Amendments of 1985, represent a workable Federal involvement at a level of funding great enough to provide significant relief for the institutions covered while at the same time it provides an impetus for development toward self-sufficiency.

The Federal funding provided in this act does not represent unwarranted special treatment as some shortsighted education leaders have charged. Instead, the funding of historically black colleges proposed in the Simon-Hawkins Institutional Aid Act amendment represents the payment of a long overdue debt as well as an investment in unique higher education institutions which will be needed for many decades to come.

This great Nation which has both a domestic and a world commitment to higher education needs every one of its historically black colleges. In the most profound sense the historically black colleges serve the national interest and are a part of the vast educational infrastructure which guarantees our long-term survival and national security.

I am pleased to have with me today my colleagues on the Education and Labor Committee. We will be joined later by the chairman of the full committee, Congressman Augustus Hawkins, whose plane has not arrived yet. We are also pleased to note that the mayor has arrived and we are going to pause at this point in the program for the mayor's statement, and after the mayor's statement, we will continue with opening statements by my colleagues, Congressman Mervin Dymally from California and Congressman Charles Hayes of Illinois.

Mr. OWENS. Mr. Mayor, welcome. You may proceed.

STATEMENT OF HON. ANDREW YOUNG, MAYOR, CITY OF ATLANTA, GA

Mr. YOUNG. Thank you very much, Congressman, and let me say to the distinguished members of this committee and to those present that we in Atlanta are extremely grateful that you would make this the site of these important hearings.

I would like to say that I am sorry that Congressman Hawkins is not here, for if there is anyone who has had an impact on the life of this Nation that too few people know about, it is Augustus Hawkins, from the Elementary and Secondary Education Act, title I of the Humphrey-Hawkins Act on full employment and a career that expands actually as long as I am old.

Congressman Hawkins has been an elected official for over 50 years, I think, and it is really important that we understand the historic contribution that he has been able to make through electoral politics, and my distinguished friends and colleagues from New York, California, and Illinois are following in that distinguished tradition.

I am pleased to speak to you and welcome you as one who probably would not be here were it not for a historically black college. When I left high school and saw my first standardized test and was taken up to Tulane University to be tested, everybody that got those test scores refused to let me in their colleges.

Dillard University, a historically black college in New Orleans, gave me an opportunity to get a college education and that education, I think, is significantly not only for me, but I think it is significant for our Nation for it was in that opportunity to study in essentially a Third World environment that I met my first Jamaican student, my first friend from Trinidad, the first person I knew from South Africa, the first person I knew from Nigeria, friends from the Phillipines. And what you find in that kind of environment is an opportunity to get a global view of life that is probably more relevant to today's world than the institutions that are essentially still transmitting education out of a primarily European tradition.

I think that historic frame of reference for these colleges make it a part, an important part, of our ongoing national security.

We like to think of our colleges as serving an essentially remedial effect. That may be true in many respects, but it is, I think, even more true that these historically black colleges are far beyond their similar colleges in the mainstream of academic life because they have a long tradition of involvement with the rest of the world.

When the Congress of the United States thinks of our primary crisis in the economy today, and that is a trade deficit that is bankrupting the Nation, nothing could be more important to the national security of this Nation than a group of people who are educated and who are culturally accustomed to dealing with persons in different parts of the world.

Another aspect of our life in the historically black colleges that I think it is the only institution that is primarily dedicated to service. Most people are educated to get ahead, but these institutions who are educated to serve others—I can still hear the quote of Frederick Douglas and of W.E.B. DuBois, if I forget those who are yet in slavery may my tongue cleave to the roof of its mouth and my right hand loose its cunning.

But essentially the society invests in us that we might invest in others and one of the reasons why we need help from the Congress is that while our institutions have trained doctors, lawyers, social workers, educators, nurses across the board in terms of people to serve the society, we have very seldom trained entrepreneurs and we have not developed capitals and so we have been so busy serving others that we really have not made money as people of other comparable educational backgrounds have made.

And so I think in keeping with the continuing tradition of service that the Congress and the Federal Government, I hope, would maintain its responsibility to those in our society who still need the assistance of the Federal Government at the higher education level.

We welcome you in Atlanta for Atlanta has been, I think, the fulcrum of black education since the Civil War and we have labored very hard. You will hear from our distinguished presidents and student body. We have produced leadership across the board that serves this Nation and when we access the rewards and the results for the country, the product of these very small and underfunded institutions, I think you will find that there are no colleges and universities anywhere in the world that have been able to produce as much leadership that serves the national interest and I just am grateful to you for coming to our city to conduct these hearings and you can be assured that you will have all of our support in the passage of this significant legislation.

Mr. OWENS. Thank you, Mayor Young. We are quite honored that you have taken time out of your busy schedule to be here and we certainly are pleased to have received this kind of welcome in your great city.

I yield to my colleague, Mr. Dymally, for an opening statement.

Mr. Dymally. Thank you very much, Mr. Chairman. I join the chairman of this hearing, Representative Owens, in thanking the Atlanta Center University committee for the opportunity to be here today.

It is clear that when title III was enacted in 1965, the purpose was to provide financial support to assist in raising the academic quality of those institutions of higher education which, for financial and other reasons, are "struggling for survival and are isolated from the main currents of academic life."

Since that time there has been a 1981 resurgence of the philosophy of "rugged competition and the survival of the fittest," which is somewhat in conflict with the thinking which gave rise to the enactment of title III in 1965; Members of Congress being bombarded therefore with persuasive arguments from advocates of both schools of thought.

It is seemingly clear that the present implementation of title III is not at present geared to strengthen the small institutions with weak, inadequate financial bases. This is demonstrated by the frequency of which the already inadequate funding levels of so many title III grantees are reduced due to the varying interpretations of activities as developmental or nondevelopmental.

Because approximately 80 percent of the HBCU's will not be eligible for continued funding under existing legislation in the next 2 years and because none of these institutions can really be considered developed, there is great need for appropriate legislation to address this continuing urgent need.

The Institutional Aid Act of 1985, which is the title of both H.R. 2907 by Congressman Gus Hawkins and S. 1328 introduced by Senator Paul Simon was conceived to accomplish this need. HBCU's are the primary beneficiaries of this act. Recognizing in the present mood of the legislative and executive branches of Government we must accept the major responsibility for making this happen.

A concentrated total push effort must be made by HBCU's presidents to influence this kind of legislation. These educational institutions must therefore utilize and implement all of the tried and true principles of lobbying, and I underscore the word lobbying, within the framework of that it is good for the United States not only in terms of the increasing competitiveness of the global marketplace, but also that it is conducive to our national security.

The message of the increasing value of importance of these educational institutions must be carried out not only to those Members of Congress who represent districts of these colleges and universities but to Members of Congress throughout the United States. The same message must be carried in varying ways by faculty, staff, administration, boards of trustees, students, different social and civic agencies, organizations, and constituencies. This political system responds to numbers and to the dictates of public opinion. The time to use the instruments of lobbying for the benefit of HBCU's is now, in fact, overdue.

In conclusion, Mr. Chairman, I am very pleased to see Lincoln University of Missouri represented here today. I say with a sense of deep gratitude that if it were not for Lincoln University of Missouri, I would not be here today because as a British colonial, I failed in the senior Cambridge exam and I did not have an option to attend a British university.

Lincoln University literally rescued me from Trinidad. I welcome Dr. Jenkins, president of Lincoln University to these hearings and I thank you very much for this opportunity.

Mr. OWENS. We have now been joined by the chairman of the Education and Labor Committee. I think we had a partial introduction of him by Mayor Young before who told you that Augustus Hawkins has been in the legislative field for at least 50 years at one level or another and, of course, he is presently the chairman of the House Education and Labor Committee.

I yield to Chairman Augustus Hawkins for an opening statement at this point.

Mr. HAWKINS. Thank you, Chairman Owens, and I must express regret that our plane unfortunately was delayed. My distinguished colleague, Congressman Kildee, and I came down together and we are most pleased to be here for this occasion. I think it is one of the most important meetings that the committee will have and certainly as chairman of the full committee I wish to express the appreciation of this group of legislators who have come—joined with you for this occasion. I do have a statement which, because of the limited time we have, I will ask permission to be printed in the record and at this point and I will not make it.

I think it is so important that we conduct the hearing today and correct the misstatements that have been made unfortunately about the role of the developing institutions in the complex of higher education and I know that we look forward to hearing the testimony of many of the witnesses.

We have a limited time today and for that reason I hope that as members of the committee we will not make our usual speeches. I know there is always the temptation for all of us to make statements in support of the bill. This is one of the most important bills that I have ever had the honor of sponsoring. It is one which we hope to push and we are pushing it. It is, to me, the primary and most important bill this committee will undertake at this session.

I am confident that we can succeed. I think it is most unfortunate that up to this point we have not seen the widespread support which we should have.

May I just be politically expedient in terms of saying that we must mobilize greater support throughout the country in those areas represented by Mr. Dymally, Mr. Kildee, and those of you from other areas of the country where developing institutions are not a paramount issue. We have got to mobilize support, we have got to show the important role that these institutions are playing and that it is for the good of America that we support them.

Thank you for just allowing me this interruption in the course of the hearings, but I just wanted to dramatize the fact that the support must be there. To simply assume, as we do perhaps today, that we have such great merit on our side that that is sufficient, that just is not the fact of life during these tough days in Washington as we all know.

Let us begin to mobilize that support. Let us branch out among those who may be representative witnesses today and mobilize a greater sponsorship of the bill in building that support in those areas where some of us are more interested in some of the so-called Ivy League institutions or the community colleges such as we have in California and elsewhere.

Thank you very much.

Mr. OWENS. Congressman Hayes.

Mr. HAYES. Thank you, Mr. Chairman.

Let me assure you that I am going to follow the suggestion made by the chairman of the full committee, Congressman Hawkins, and not usurp any unnecessary time that should be used for this impressive list of witnesses that we have here.

I must, as a matter of conscience, though, say again I am happy to return to the city of Atlanta where the chief executive of this great city, whom I have known for a number of years, Andrew Young, presides and one who has done so much not only on a local level but at a national and international level in his struggle for people.

Atlanta, I have always viewed as a sort of a citadel for progress in the area of civil rights. They have done so much to make democracy work. The cause and reason for my return here is extremely important, the survival of black institutions for higher education, may very well rest on the impact of this hearing and the effect which it has on the Congress of the United States. The need for Federal help from Head Start to graduate and postgraduate studies is so critical for so many who do not have the resources of their own to get an education.

Poverty is on the rise and our youth will not have a chance to escape without an education. Although some in the positions of political power do not realize it, the security of this great Nation may very well rest on how we educate our youth and develop our youth. It is more important to spend our money in this direction than on B-1 bombers or MX missiles or to underwrite the survival and continuance of the apartheid system in South Africa.

I must congratulate, Mr. Chairman, the ones responsible for this setting. I have been in field hearings throughout this country for the Subcommittee on Postsecondary Education and I have never seen such an outpouring of people. Your presence here cannot go unnoticed.

Thank you very much.

Mr. OWENS. Before our first panel begins I would like to note the participation of Congressman Kildee.

Mr. KILDEE. I will be even briefer.

It is good to be here with my former colleague, Andrew Young, with whom I have served only a few weeks in the Congress before he was elevated to the Cabinet. Good to see you again.

I, in real life, was a schoolteacher. I have taken this long sabbatical in politics now 21 years, but as a schoolteacher I had the—I taught in an inner city school and had a number of my students who benefitted very well because they had the opportunity to attend one of the historically black colleges and universities in this country and many of them now are still doing well in my district.

Some of them have left the district and are doing well elsewhere, but I see them as doctors and lawyers and professional people all around my district and I am strongly committed to make sure that we keep our commitment to these colleges and universities.

Thank you very much, Mr. Chairman.

Mr. **OWENS**. Before we begin our first panel of college presidents, I would like to note the fact and thank the mass communication program at Clarke College which is responsible for the taping of today's session.

Our first panel of witnesses will be five college presidents. However, due to the size—small size of the witness table, they will not all appear together. We will take one speaker at a time, but during the questioning period we are going to arrange five chairs on the podium so that we can question them all together.

Mr. **OWENS**. We will first hear from Dr. Luther S. Williams, the president of Atlanta University.

Dr. Williams, I would like to note that your written statement is available and will be entered into the record in full.

Due to the constraints of times, we would like for you to limit your oral remarks as much as possible to no more than 10 minutes.

STATEMENT OF LUTHER S. WILLIAMS, PRESIDENT, ATLANTA UNIVERSITY

Mr. **WILLIAMS**. Thank you, Mr. Chairman.

I am grateful to you and the other members of the committee who have provided this opportunity for me to share with you my views on the need for institutional aid to the historically black colleges and universities. In fact, in deference to my colleagues who will make testimony, my observations will be even further limited for this committee clearly has assembled a group of national figures, each of whom will address various facets of the significance, the implications and the utilities of the programs stipulated under the bill under consideration, especially as it bears on the needs of and the participation by the historically black colleges and universities.

I begin with, I think, two nondebatable circumstances, that these colleges have and continue to serve a significant percentage of black students and other minority engaged in higher education as well as in selective institutions, graduates and professional students and have a history of graduating those individuals at a rate in excess of what one would predict by normal numerical considerations I think is nondebatable.

Equally, that these institutions have and continue to constitute a significant portion of the national potential pool of black educators, professionals, scientists, scholars, local, national, and international leaders is equally nondebatable.

Against those two very exemplary circumstances, past and present, there has been for years and there continues to exist characteristic constraints, I would argue almost categorical constraints as applied to historically black colleges and universities. Constraints which would serve to render difficult achievement of their full academic or intellectual potentials, organizational and fiscal stability and in the current environment, quality outcomes.

These circumstances in my view are owing principally to the historic and present inadequate provision of resources required for the full collage of activities that are essential in the university; that is, curriculum, faculty development, selected but essential sponsored research in scholarships, state-of-the-art instrumentation, instructional resources, endowment insuring fiscal stability, general maintenance as well as construction and renovation of physical plants, all of which are important.

The point I desire to make is that while in fact there have been a variety of programs in existence federally sponsored, they have selectedly addressed one or more of these many needs creating both programmatic and fiscal imbalance in these institutions which have served essentially as permanent constraints. Again, another nondebatable circumstance.

Leaving aside the constraints I just mentioned, there is in fact an insipient strength among these institutions, the further and explicit manifestation of which is in part continued upon the recognition and the current environment of their continuing value to the students they serve and to the society in general; that is, by all definitions in the collective they are in fact natural resources. The recognition, it seems to me of that essential circumstance is vital to the provision of real and substantive, and I would even argue informed support.

As regards support, in particularly the Federal arena, it impresses me that the reorganization of the Higher Education Act of 1965 represents another substantive congressional action in the annals of Federal support of higher education. That is to say it follows a long-term historic pattern, the pattern predominately originating in the Morrows Act of 1862 and the thoroughness of acts, generic and categorical, that have supported higher education since that time; higher education, not necessarily historically black colleges and universities.

The issue then before the committee is entirely constant with that national agenda and those sets of congressional actions. The extent to which part B of the bill before you gives categorical attention to a class of institutions, I would argue is entirely commensurate with equal categorical acts starting from Morrow to an array of others.

The question then is the utility of the proposal before you. It seems to me that while the act of 1965 loomed as a great promise and a source of assistance to these institutions, alas the intent aside the objections of development in the HBC&U's was rendered problematic owing to a variety of circumstances that we are quite familiar with.

The present act, it appears to me, offers as constructed the opportunity to comprehensively address the needs of the institutions, the constraints to which I spoke. In contrast to previous formulations of Federal initiatives to broadly address the needs of HBC&U's, this bill for discussion and commentary today is distinctly noteworthy in that instruction to delineate between what I shall term Federal assistance in the promulgation of a problem, support of undeveloped status as contrasted with provision of resources to effect a solution to the same, to promote the transition to a fully developed status.

As such, it appropriately acknowledges the inability to accommodate categorical needs of the HBC&U's in a generic institutional program as enumerated under part A, and thus and in accordance with that judgment defining the program to specifically strengthen historically black colleges and universities under part B of this act.

Moreover, and importantly, even under the historically black college and university program, it recognizes the obvious institutional differentials and, thereby, for example, specifically addresses a program of assistance to eligible, professional and graduate, institutions as contrasted with the needs of the colleges per se.

In summary, it appears that this act holds enormous promise for the successful effectiveness substantial and lasting enhancement of the programs and the activities of these institutions accomplished under what I would term and had a lead instrument for provisional resources essential to continuing the development of excellence and permitting for the first time in the history of the Nation resources that would allow the institutions the opportunity to acquire fully developed status.

Thank you.

Mr. OWENS. Thank you, Dr. Williams.

[The prepared statement of Luther S. Williams follows:]

PREPARED STATEMENT OF LUTHER S. WILLIAMS, PH.D., PRESIDENT, ATLANTA UNIVERSITY

Mr. Chairman and members of the committee, I am Luther S. Williams, President of Atlanta University. Founded in 1865, Atlanta University has since 1929 devoted all of its resources to graduate and professional education. By 1959, one of every three American Blacks with a master's degree had earned that degree at Atlanta University. Today, despite the fact that majority institutions have opened their doors to, and indeed seek, black students, five to ten percent of all Blacks enrolled in graduate programs in the fields which we offer are enrolled at Atlanta University.

As chief executive of the host institution, it is my privilege to welcome the distinguished members of the United States Congress to Atlanta and the Atlanta University Center today. I also want to extend a special welcome to the presidents of Historically Black Colleges and Universities. In addition to the presidents of the Atlanta University Center institutions and those presidents who have been invited to give testimony, there are at least eight presidents who have traveled to Atlanta to demonstrate by their presence their concern and support for H.R. 2907.

It is gratifying to look out over this audience, which gives testimony, eloquent albeit silent, to the magnitude of interest in this subject. I thank you for taking time from busy schedules to join us and wish I could recognize each group represented here: students, alumni, faculty, staff, and trustees of HBCUs as well as city and state legislators, business leaders, and other concerned citizens.

Thank you for coming.

Mr. Chairman, I am grateful to you and the other members of the committee who have provided this opportunity for me to share with you my views on the need for institutional aid to historically and predominantly black institutions.

On behalf of the students, staff, faculty and administrators of Atlanta University per se and its fellow institutions of the Atlanta University Center, it is my distinct honor to offer testimony at this historic hearing on H.R. 2907, a bill to strengthen programs under Title III of the Higher Education Act of 1965. This committee has assembled a group of national figures, each of whom will address the significance, implications, and utility of the programs stipulated under this bill, especially as regards the participation of Historically Black Colleges and Universities. These institutions serve a considerable percent of all black students engaged in higher education and, even more important, graduate some one-third of all black undergraduates and a significant number of graduate and professional students. As such, these institutions constitute a significant proportion of the potential pool of black educators, professionals, scientists, scholars, and local, national and international leaders. Nonetheless, there continues to exist characteristic constraints of Historically Black Colleges and University which serve to render difficult the achievement of academic excellence, organizational and financial stability, and quality outcomes. This circumstance is owing to the historic and present inadequate provision of resources as required for curriculum and faculty development, sponsored research and scholarship, state of the art instructional resources, endowment funds, construction, renovation, and general maintenance of physical plants. The aforementioned constraints notwithstanding, there is an incipient strength among these institutions, the further and explicit manifestation of which is, in part, contingent upon the recognition of their value to the students served and to the society in general, and upon real and substantial support from both the private and public sectors.

Regarding federal support, the Reauthorization of the Higher Education Act of 1965 represents another substantial congressional action in the annals of federal support of higher education. This historic role of the federal government, as evidenced by in excess of a hundred years of support (i.e., Morrill Act of 1862 and a plethora of other generic and categorical programs of an array of federal agencies), is fully institutionalized. The relevant question bears on the utility of these programs to HBCUs. In fact, the Higher Education Act of 1965 loomed as a great promise and source of assistance for these schools. But, alas, its noteworthy intent aside, the objectives of developing HBCUs were rendered problematic owing to restrictive and often counter productive and conflicting practices attending the programs of support implemented under the mandate of this Act.

In contrast to previous formations of federal initiatives to broadly address the needs of HBCUs, the bill for discussion/commentary today is distinctly noteworthy as it is structured to delineate between assistance in the prolongation of a problem and provision of resources to effect a solution to the same. Accordingly, it acknowledges the inability to accommodate the categorical needs of HBCUs in the generic Institutional Aid Program enumerated under Part A and, in accordance with this judgment, defines a program to strengthen the Historically Black Colleges and Universities under Part B of this Act. Moreover, even under the Historically Black Colleges and Universities program, it recognizes the obvious institutional differentials and, thereby, specifically addresses a program of assistance to the eligible professional and graduate institutions as contrasted with the program designed for the undergraduate institutions.

In summary, the Institutional Aid Act of 1985 holds promise for success in effecting a substantial enhancement of programs and activities of HBCUs by use of an analytic instrument for provision of resources essential to the achievement of sustained excellence and/or "developed" status for the institutions in question. Thus, your support of this program as a facilitator of the transition from a state of inadequacy to substantive and continued quality of academic transactions and educational outcomes is strongly urged.

I thank you for your attention.

Mr. OWENS. Our next witness is Dr. Harry Blanton, the executive vice president of Florida A&M University, who is replacing Dr. Frederick Humphries, the president, who could not be here.

Dr. Blanton.

STATEMENT OF DR. HARRY S. BLANTON, EXECUTIVE VICE PRESIDENT, FLORIDA A&M UNIVERSITY

Mr. BLANTON. Mr. Chairman, members of the committee, I would like to thank you for this opportunity to come before you today to talk about a subject that is one of my favorites. I bring you greetings from Dr. Frederick Humphries, the president, and I also bring you his regrets at not being able to be here. Our written message has been submitted for the record. I am going to speak from the revision of three preparations for this.

I am one who has been on a roller coaster of ups and downs of this act. I think back to the day that I was the president of one of the regional laboratories established in the sixties to provide the Federal Government with information relative to the research it should be engaged in. At that time, I was the only black president, one of 20 laboratories, and I can recall my funds being cut off because they said what I was doing was irrelevant. I recall Representative Youth Greene being very, very concerned with this.

The materials that I was developing in my laboratory related to assisting institutions to establish missions, goals, develop objectives in one part, in the curriculum part they were being taught how to teach a developing measurable objective. I was crushed when my funds were taken away and for 4 months I sat in my home in Durham, NC, and watched the products that I had developed move to other laboratories throughout the country.

I was buoyed by a call from Kansas City saying, "Come to Washington, DC. We need you to take a look at some title III proposals that have been submitted," and there were 53 proposals from historically black institutions. I was asked to read these and informed the agency as to how many people should be involved in this activity and how long should it take to evaluate these.

I joined the high part of that roller coaster because I saw much hope for the black colleges and universities in those, but as I began to work with it, I saw the psychic damages being done by the words in the current law, such words as developing institutions. That term only referred to black institutions at that time because the funds were very meager. As the funds became more and more bountiful, more and more institutions from other groups wanted to be termed developing. As more of those institutions became developing the less funds there were for the black institutions.

There was another term that was used, the mainstream. Anyone familiar with the flow of water knows in the mainstream it is powered by its own force. It is magnified and moves on. We also know what happens to that that is not in the mainstream. It moves into a channel and becomes stagnant, it no longer becomes a part of. This was announced at a time when most of the children born out of wedlock by black mothers were called illegitimate children and suddenly when other groups began having similar numbers of children it became single parented.

This is the physic damage that I see being done with terminology. There is another term that is being used. We are being asked to graduate. That is analogous to a person entering the graduation program at the junior high level and being expected to graduate from high school and the historically black colleges enter at the third grade level and are expected to graduate in the same period of time.

These are the things that bothered me. I suppose that I am the one person who has visited more title III institutions than anyone in the country because when I came to Washington, I became involved with a consulting firm that evaluated and provided technical assistance to all of the title III institutions. I recall walking out into a Midwestern Jesuit institution one morning and presenting myself and the president was amazed. He had sent to Washington for someone and there I was. It was all white.

He was so upset that I told him, "Father, do not you—" He said, "My faculty is assembled out there. What will I do?" He never said why he was concerned. I told him, "Father let me go out." I walked out on the platform and a hush fell and I said, "I am Harry Blanton from Washington, DC, and I came in response to your request for someone to assist you in solving your problems."

Quality wins out. They applauded.

All the historically black colleges and universities want out of title III, or any other act, is the opportunity to display their quality. I could go on and tell you many, many incidents that I experienced from the hills of West Virginia to the rural areas of Mississippi. I saw hope raised and I saw it crushed. I saw it crushed by such provisions as a limitation on eligibility. I saw it crushed by the—how can I say it—inadequate funding levels.

I saw high expectations generated by promises that did not materialize and then I view this new—this current—this new IAA proposal and I am gratified because most of the arrows have been taken out of it. It seems to hold hope for what was promised in the early sixties and the early seventies.

I can recall—I am a graduate of a developing institution. If you think they are developing now, think what they were in the forties when I graduated.

I can recall leaving Knoxville College and going to the University of Tennessee and applying for graduate work. First off, I was told that I could not make it because it was Monday, the registration closed on Friday. I thanked them, went back to Knoxville College and they walked my papers over, but I can recall sitting in class and hearing students talk about studies and research that I had never heard of.

I recall hearing them say, "Well, I have read that book three times. The first time I read it I had this opinion. The second time I had this one." I had never read it the first time. My developing college library did not have that material, and I am proud to see a provision being made in the bill for that.

I spent many nights at the University of Tennessee attempting to catch up on the reading. I generally closed that library. There are many black boys and girls on historically black campuses that would close the library if they had the material to read as well.

I recall going farther and being told that I needed to apply for the doctoral program at the University of Tennessee. No black had ever graduated in the doctoral program from a predominately white institution in the South and I recall a reluctant acceptance of that because I did not feel it was completely honest. I was justified in that I was told I had to take a battery of tests. I took 37 tests. I was examined by psychologists before I was allowed in and then I was allowed in a 3-year program one year and I recall very clearly viewing with interest a very, very brave department chairman who posted my scores on a bulletin board and then required every other graduate student and all the professors to take the same test and to know that I, a graduate of a developing institution, scored higher than some of my professors. That is the potential that is out there.

We have been able to do quite a bit at Florida A&M University. I left the consulting world because I said I am doing a lot—I am doing a little for a lot, I need to go where I can do a lot for a little. We have done very much with what we have. I want you to understand that title III has made significant progress, but it has not made the progress that was expected to be made and thereby it gave critics an opportunity to penalize the program.

What we have in the current proposed bill is an excellent solution to many of the problems that we have incurred. I would encourage everyone to recognize that the potential that is here will never be realized until justice is put into bills in the current one we have.

Thank you.

[The prepared statement of Harry S. Blanton follows:]

Prepared Statement of Harry S. Blanton, Ph.D., Executive Vice President, Florida A&M University

The Honorable William D. Ford, Chairman, Committee on Education and Labor: I wish to thank you and the members of the committee for this opportunity to appear before you today. I bring greetings from Dr. Frederick S. Humphries, president, and also his regrets for not being able to attend this session. I bring you his message.

It is paradoxical that the organizations most responsible for advancing the cause of human knowledge and endeavor are among the most resistant to internal change. The same soaring freedom of intellect that makes colleges and universities the Nation's seedbed of technological, commercial and social progress, may also engender a stubborn resistance to institutional development. If the institution is a historically black college or university, with circumscribed resources and unique cultural and community responsibilities, then the restraints of habit and internal constituency may derail the administrative adaptations required of successful organizations.

Although confronted with the environmental obstacles and social responsibilities of serving as Florida's only historically black public four-year institution of higher education, the Florida Agricultural and Mechanical University has continued to meet the educational need of its students and to adapt to the stresses of a shifting environment. The essential, paired elements in this development formula have been a clear sense of institutional purpose in the university community and the programmatic gains funded through title III of the Higher Education Act. Because of these, our university has continued to strive to advance the frontiers of academic instruction and research, provide services to the community and promote institutional growth.

Title III sustained development efforts have made progress possible on three crucial fronts: Creating new academic and career opportunities, launching innovative programs to meet student needs and establishing improved administrative and management systems. One of the most exciting title III supported accomplishments was the establishment of the School of Allied Health Sciences, which joined the School of Nursing and the College of Pharmacy and Pharmaceutical Sciences to create for the university a center for professional health education. Allied health students may complete bachelor of science degrees in medical record administration, health care management, physical therapy and respiratory therapy. This program also created new career opportunities in areas where the percentage of black Americans is underrepresented.

The freshman year studies was designed for students with unique problems. Originally funded by title III, the model has been absorbed by the university. It provides a second chance for a student suffering educational disadvantages to participate in the mainstream of society. Title III provides the funds for the development of computerized mathematics and chemistry instruction and testing.

Many faculty serving historically black institutions have limited opportunities to participate in faculty development programs that advance professional development. Through faculty stipends for advanced study title III enabled Florida A&M to increase the number of earned doctorates on the faculty from 25.5 percent to 37.2 percent in approximately a five-year period of stipend activity. Consultants visiting on campus allowed colleagues to share ideas and plans. Conferences and workshops off campus assisted faculty members to keep abreast of new developments in their areas so that new curriculum designs and instructional strategies could provide improvements in their respective disciplines. In the area of academic support, an all important area often forgotten when teaching and learning is assessed, title III provided funds for electronic equipment that provided for computer assisted academic advisement, institutional curriculum assessment, an upgraded security and access system for the library, and audio visual equipment in the media center.

In the area of student services title III funds established the office of articulation and assessment. This office provided a recruiting link to two-year institutions in the State where staff could contact students and encourage students receiving the associate degree to continue their education at Florida A&M thereby providing a degree of stability in enrollment. Other programs designed to serve students funded by title III funds are: (1) The Pre-enrollment Transitional Program; (2) Mentor Program; (3)

retention persistor model. The Pre-enrollment Transitional Program establishes contact with students from the time of admission. This early contact was focused on reducing attrition prior to enrollment. Florida A&M recognized that attrition occurs at almost as high a rate before a student follows through on admission as occurs after admission. The Mentor Program is an activity where university administrators, faculty and staff volunteer to serve as mentors to new students. This friendly approach to advisement smooths the transition especially for first time in college freshmen. The retention persistor model is a program that assists in identifying students who will need special help. The use of predictors based on unique characteristics of FAMU students permits early identification of the specific needs for the retention of students so identified.

Programs similar to these have been instrumental in reducing student attrition rates by intervening to reduce feelings of "displacement." Such feelings often cause black students to drop-out or stop-out early in their academic careers. Increased retention, because of the State university system's enrollment driven formula funding, is essential to institutional growth and development.

In an area of limited resources and intense interinstitutional competition, sustained growth requires effective strategic planning. Title III support has made the Florida A&M University Planning Program an integral part of institutional decision making. All major sectors and constituencies in the university community have been drawn into a unified planning process that enhances both decision quality, collective support and personal commitment to the fulfillment of the institution's mission.

The administrative planning process evolved into a planning/budgetary process where each request for fiscal resources must be accompanied by a spending plan tied to the achievement of the pre-established plan. A management information system provided for research based decision making in the planning budgeting process. The data based system enabled the planning process to monitor progress and assess achievement of proscibed outcomes.

These examples demonstrate that at the Florida Agricultural and Mechanical University Title III institutional support for innovation creates crucial development "openings" through which the institution and its students may overcome a legacy of isolation and deprivation. Federal title III institutional support makes possible a more efficient mobilization of State and private financial support and magnifies the positive impact of Federal investments in student and institutional aid programs. The Florida Agricultural and Mechanical University has striven to succeed, and begun to succeed, because we had some of the resources and all of the will that was necessary to advance the frontiers of academic excellence with caring.

In view of my modest expounding of the accomplishments of Florida A&M with the support of title III funding, it will come as no surprise I am sure if I focus my attention on part B of the proposed Institutional Aid Act (IAA) of 1985, strengthening historically black colleges and universities (SHBCU). A generally known but less accepted fact is that traditionally these institutions have been underfunded and minimally supported, be they public or private. During this long period of deprivation however, they continually produced graduates who perform competitively in the market place of our capitalistic society. Traditionally they have accepted the less academically prepared, along with a minimal of highly qualified students and been adaptive and flexible enough to provide an environment conducive to learning for both groups. More often the student population was black, low income and educationally disadvantaged. The provision in the proposed IAA for financial assistance to establish or strengthen the physical plants, financial management, academic resources and endowments of the historically black colleges and universities are appropriate methods to enhance these institutions and facilitate a decrease in reliance on governmental financial support and to encourage reliance on endowments and private sources. Section 323(a) provides for the use of funds to: (1) Purchase, rent, or lease scientific or laboratory equipment for educational purposes, including instructional and research purposed; (2) construct, maintain, renovate and improve classroom, library, laboratory and other instructional facilities; (3) support faculty exchange and faculty fellowships to assist in attaining advanced degrees in their field of instruction; (4) provide academic instruction in disciplines in which black Americans are underrepresented; (5) purchase library books, periodicals, microfilm and other educational materials; (6) provide tutoring, counseling, and student service programs designed to improve academic success.

The establishment of the historically black college and university act as a new part B, providing a $110 million authorization for the 105 historically black colleges and universities and the series of authorized activities designed to meet their growth and development needs is long overdue and a very needed addition to the Federal effort to aid these institutions.

Mr. OWENS. Dr. Arthur Thomas, the president of Central State University.

STATEMENT OF ARTHUR E. THOMAS, PRESIDENT, CENTRAL STATE UNIVERSITY

Mr. THOMAS. To the distinguished chairman and the distinguished members of this august body, it is a privilege, honor, and pleasure as president of Central State University to address you this morning.

First, let me say that had it not been for Central State University, I would not be in the position to address you this morning. In the eighth grade at Shoemaker Junior High School in Philadelphia, PA, I was told by a white teacher that I, bad, dumb, would never be anything and would end up in jail like the rest of my bum friends and I started reading on that day and when I received my bachelor's degree from Central State University, I sent him a copy.

When I received my master's degree from Miami University in Oxford, OH, I sent him a copy.

When I received my doctorate from the University of Massachusetts at Amherst, I sent him a copy.

Members of the committee, I am still relatively young and I am going back to school since we have to be qualified, and when I get my law degree, if he is still alive, I will send him a copy.

During the past 11 years at Central State University, we have received $6,342,528 in title III funds. Because of this great program, we have developed a program in language education. We got permission from the Office of Education after developing a language education program to enter into a for-profit arrangement with a publisher. The publisher is McMillan & Co.

Using title III funds we pull together experts from all over this Nation and developed a program called foundations for learning. That is a comprehensive approach to what teaching, reading, writing, listening, spelling, and critical thinking designed for the 9th, the 10th, the 11th, the 12th grade, and the freshman year in college.

If a youngster masters all of the programs in this program then that youngster will be able to effectively construct a term paper. We work with ETS. We work with the college board and that program is now being used experimentally in universities and public school systems all over this Nation.

If, for example, we could impact simply 3 percent of the market at the high school level and at the university level, Central State University could net $1 million per year over a 5-year period. We would be, as a result of title III, becoming more self-sufficient. Central State University, as a result of that program, has received $300,000 from the State of Ohio to develop a language education center.

There are 60 million illiterate people in this Nation. Central State University, located in Wilberforce, OH, is in the process of establishing a language education center. We are going to deal with the issue of illiteracy for everybody, black folks, white folks, polka-dot folks, orange folks.

There are a lot of folks that cannot read and Central State University, using anthropologists, using linguists, using sociologists, will attack that problem effectively and resolve it.

At Central State University, we have also as a result of using title III money developed a comprehensive program in testing. We took title III money, and as a result of taking title III money, over a 3-year period to develop a testing program and sending and testing an expert to ETS so that she could become versed in what they were doing.

We moved our youngsters over a 3-year period 100 points on the LSAT, the GRE, and the MK, and then since we recognized the fact that all these things go by controlled environments, when the title III money ran out, we did not run the program for 2 years and our younsters started going down again.

Well, we are institutionalizing that program since that is what the legislation says and we are now going to use university funds, State money, to make that program a permanent program.

And let me say this to you, members of this distinguished body, Central State University has set a goal. Our youngsters have moved 100 points, but in 5 years, Central State University youngsters are going to score above the white average on the LSAT, the GRE, the MK, or anything else they throw at us because we are determined to do it.

As a result of this title III program, we have also developed a manufacturing-engineering program. We have invested $700,000 into a 4-year manufacturing-engineering program. We do not like the fact that youngsters come to us for 2 years in systems engineering and then they go to a white school to complete their degrees and so we have already presented to the board of regents as a result of title III funding a proposal for a 4-year manufacturing-engineering program.

We are going to implement that program and I would also add, members of this distinguished body, that as a result of the representation of State Representative C.J. McMann, Jr., we recognize the fact that Central State University is a world university. No longer will we deal simply with the problems of the ghetto because in many respects the world is a ghetto. Therefore, we have developed at Central State University a comprehensive program, an international water resources management program.

They got the jump on us on the land, but they will not get the jump on us in the water and so consequently as a result of that program, Central State University will develop an international water resources program that will be funded mainly because we have demonstrated to the State of Ohio that as a result of title III money we have developed a more comprehensive fiscal operation and a better management program.

Finally, I would say to you, gentlemen, please recognize our potential. A young man came to my office when I was vice president, as a result of being sent there by his professor. He was taking a final examination in community health. The teacher asked the question, "How important is community health in your community?" He had not studied, it was an SAT exam. He wrote on his paper, "It is so important I cannot discuss it at this time."

[The prepared statement of Arthur E. Thomas follows:]

PREPARED STATEMENT OF ARTHUR E. THOMAS, PRESIDENT, CENTRAL STATE UNIVERSITY

Chairman Ford and members of the House Subcommittee on Postsecondary Education, I am Arthur E. Thomas, President of Central State University in Wilberforce, Ohio. I appreciate your invitation to testify before this subcommittee today. As a graduate, and a president of a Historically Black University, I am doubly proud to support your work as it relates to the contents and spirit of Title III (Developing Institutions Programs) of the reauthorization proposals contained in H.R. 2907, the Institutional Aid Act of 1985.

Central State is grateful to your committee for its ongoing commitment to the spirit of the United States Constitution by bringing to the attention of the American people and the Congress the significant contributions the Historically Black Colleges and Universities have made toward the attainment of "equal opportunity through postsecondary education for Black, low-income and educationally disadvantaged Americans."

While the main purpose of my testimony is to convey Central State's general support for H.R. 2907, I would like to focus on Part B of the Act—Strengthening Historically Black Colleges and Universities.

Permit me to share with you (1) a brief overview of the contributions of Central State, a Historically Black University, to the social and economic development of the state of Ohio and the nation as a whole; (2) the impact of Title III funds over the past years; and (3) the need for the U.S. Congress to continue such support as the institution positions itself to prepare American graduates who will be competitive in the highly sophisticated and technological markets of the 21st century.

Over the past ninety-eight years, Central State University has continued the tradition of quietly molding the character and life of thousands of men and women who have played and are still playing major roles in the development of human and natural resources throughout the world. Today, Central State alumni are making siginificant contributions in the fields of business, industry, government, education, medicine, engineering, politics, the military, and law. Name the field and Centralians are well represented. Of the 100 most successful Black owned businesses, named in the June 1985 issue of Black Enterprise, five are owned by Centralians. Many of these successful Americans have indicated time and again that if it were not for the dedication and the caring attitude of the faculty of Central State, they, like many of their economically disadvantaged Black colleagues, would not have been able to receive a college education. In short, for almost 100 years, Central State University has remained a beacon of hope for the economically and educationally disadvantaged. Young Americans who would normally fail to gain entry into the traditionally White institutions of Ohio were accepted by Central State and given the educational exposure necessary to move them into the mainstream of the American society.

To fully appreciate the success of Historically Black Colleges in turning out productive citizens, one must examine the context in which these institutions have operated over the past few decades. The negative impact of institutionalized racism on these institutions has been well documented. As Central State attempts to fulfil its commitment to its mission statement, it finds itself facing many problems. A significantly large percentage of our students are first generation college students who come from homes where the combined family income is under $16,000, thereby forcing them to rely on some form of financial assistance. Many of these students require some degree of developmental education which places extra strain on the University's budget. Furthermore, because of its smallness in size, Central State does not receive the funds available to the larger state institutions.

Over the past eleven years Central State University has received approximately $6,342,528 million from the federal government as part of the Title III program. Without these funds, it is doubtful that the institution would be in existence today as a viable educational entity.

Following, the devastating tornado of April 3, 1974, the University had to direct nearly all its resources into the rebuilding of the campus. This resulted in insufficient resources to fund much needed curriculum revision, strengthening of academic programs, faculty development, and the acquisition of new and up-to-date equipment. Looking back on the aftermath of the tornado, one sees that Title III funds which were first appropriated to Central State in January, 1974 played a major role in the revitalization of the institution.

Members of the Committee, these federal dollars have been judiciously spent on some thirty-eight different activities. A summary of the grant awards is included in the appendix of this written testimony. These activities can be grouped under three main categories, namely:

1. Enhancement of academic program;
2. Improvement of management; and
3. Improvement of fiscal stability.

In the area of enhancement of academic programs, major funding went to The Learning Center, Indispensible Skills, Strengthening of Special Education, Pre-Medical and Allied Health Program, Student Outcomes Assessment. Faculty Development, Test Sophistication, Computer Science, Information Systems, and Manufacturing Engineering have all impacted positively on our academic curriculum. In many ways, Central State's academic programs have been modernized as a direct result of federal funds.

For the purpose of this discussion, only a few of these activities will be highlighted, but Central State would like to place on record its appreciation to your committee and the Congress for all the activities funded to date.

CENTER FOR LANGUAGE EDUCATION

A future "Center of Excellence" is the Central State University Center for Language Education, established in 1983 by a special appropriation from the state of Ohio. Under a general state program called Urban Initiatives, the Center for Language Education evolved from the Title III activity called "Indispensable Skills", which was funded in 1978. With assistance from nationally recognized experts in the areas of writing, reading and linguistics, the faculty at Central State developed an innovative curriculum entitled Foundations for Learning: Language I and II. Foundations for Learning has been hailed as an innovative approach to language skills because it integrates reading, writing, listening, speaking, and critical thinking, using "real-world" materials. Central State University, in conjunction with the University of Cincinnati and Cuyahoga Community College in Cleveland, Ohio, is currently engaged in a research project to test the impact of Foundations for Learning curriculum on the writing skills of college freshmen. A recently published report on the first phase of this research indicates that Foundations material is emerging as a potentially highly effective model curriculum for academically underprepared students. During the 1983-1984 academic year, freshmen who used the Foundations materials in their English 110 class (the first college level writing course at CSU) showed significant growth in writing skills and attitude toward writing. The difference between the improvement shown by those students who used the Foundations materials and those who did not, is statistically significant ($p < .05$). The contextual framework for establishing the Center for Language Education is that language (reading, writing, speaking, listening, critical thinking) provides the foundation on which learning performance in school, in college, in jobs, and in society is built. Nationally, there is a large segment of the population with serious deficiencies in language.

Within the framework of a Center for Language Education, Central State intends to make a comprehensive and coordinated effort in the teaching and learning of language skills. Some of the expected outcomes of the Center will include: Ongoing teacher in-service training, ongoing action research, publications, the development of audio-visual materials and computer-aided instructional software and, ongoing national and international conferences focusing on the activities of the Center.

UNIVERSITY TESTING PROGRAM

Another of our cherished current academic programs, "University Testing," evolved from the 1979 Title III appropriations to Central State. Under the activity called "Student Outcomes, Goals, Progress, Assessment," Central State's faculty, administrators, and consultants from Educational Testing Service in Princeton, New Jersey designed and developed a systematic approach to improve students' test taking skills. This program was designed to increase the number of minority students entering graduate and professional schools. The Central State testing program was conceptualized within the general context that the American society continues to be "test oriented." Scores on standardized tests are used to make important decisions about individuals from kindergarten to college and into the world of work. Nationwide research, supported by Central State's own findings, has shown that Black students can improve their test scores on standardized tests to the point that they are competitive with other test-takers.

Since 1979 when an examination of our student scores on the Graduate Record Examination (GRE) began, there has been an upward progression. A consistent pattern of improvement for all areas has been shown. Between 1979-80 and 1981-82, there was a gain of 66 points (20%) on the verbal section of the test, 95 points (28%) on the quantitative, and 65 points (19%) on the analytical.

The gap between the scores of Central State students and those of White students nationwide; who took the GRE verbal in 1979-80 was 183 points in favor of Whites. By 1981-82, the Central State students reduced the gap to 140 points (a 23% reduction rate). The 1982-83 scores indicate that CSU was still scoring 140 points less than Whites. In the Analytical section, CSU students were scoring, on the average, 172 points below Whites nationwide, however by 1981-82, they reduced the gap to 84. This represents an 88 point or 51% reduction of the gap between the two groups.

While CSU students continue to score lower than the national norm on the GRE, there are indications that these students are closing the gap between them and their colleagues nationwide. When CSU students are compared with Blacks nationwide, the CSU students are now out-performing their Black counterparts on all sections of the GRE as opposed to 1979-80 when they were behind on all three sections.

MANUFACTURING ENGINEERING PROGRAM

Title III funds in the amount of $766,372 have enabled Central State to expand its Two-Year Systems Engineering Program into a Four-Year Manufacturing Engineering Program. Title III support has enabled the University to increase the average enrollment per quarter from 13 in 1976-77 academic year to 79 in the 1984-85 academic year. This represents a 500 percent increase.

The availability of Title III funds also made it possible for us to hire a team of three well qualified and experienced engineers who normally could not have been afforded by a small institution like Central State. Today we have, Ph.D. in Electrical Engineering and two Masters in Geophysics and Electrical Engineering; a second faculty member holds the Ph.D. in Mechanical Engineering in addition to the Bachelor of Science in Engineering from the U.S. Naval Academic and Master Science in Mechanical Engineering from Stanford University. This second individual comes to us with several experiences as a teacher in the U.S. Air Force Academy and director of the Aerospace Industrial Modernization Office, Air Force Systems Command, Wright Patterson Air Force Base. The third faculty member in the department holds the Ph.D. in Mechanical Engineering in addition to being a professional engineer with a wide background in industry and teaching.

Members of the committee, I have given a fairly detailed description of the faculty of this new and attractive department to demonstrate the calibre faculty that institutions like Central State can attract if adequate funds are available. The presence of the Manufacturing Engineering program is attracting strong support from the private industry in our community. Over the past two academic years, $77,820 has been received from the private sector.

COMPUTER SCIENCE AND COMPUTER INFORMATION SYSTEMS

The rapid development of computer technology and the expansion of its application and impact on all walks of life are well documented. Title III funds have played a major role in exposing students to state-of-the-art technology. Computer Science is a major which was first introduced at Central State in 1976. There has been a steady increase in student enrollment with significant increases noted since 1980 when Title III funds were first appropriated to the programs. From a low of 36 majors recorded in 1977, 175 students were enrolled in Computer Science during the 1984-85 academic year.

The specific impact of Title III funds in the Computer Science area includes the acquisition of new computer hardware in 1984, a VAX/780 computer which is now serving students in the College of Arts and Science and the College of Business Administration. Currently, three of our faculty in the department of Computer Science, with the assistance of Title III funds are completing graduate degree programs in Computer Science.

Computer Information Systems, is one of our more recent options in the College of Business Administration. Title III funds have enabled us to provide off-campus training to six faculty members of the College of Business administration, integrate computer technology into some twenty traditional courses, including accounting, finance, marketing, and statistics.

PLANNING FOR THE FUTURE AT CENTRAL STATE: THE ROLE OF TITLE III

Members of the committee, when I assumed the presidency of Central State in January of this year, I invited a group of our faculty to review the University mission and its curricula offerings. The faculty was asked to make recommendations in these two areas that would reflect their understanding of the need for Central State to prepare students who will be competitive in the highly technological job markets of the Twenty First Century. The following paragraph summarizes the faculty's observation:

New developments in electronics, physics, chemistry, genetics, space and deep sea exploration seem to hold unending frontiers of discovery for those who will be academically prepared. Individuals who lack access to experiences with changing technology will be placed at a serious disadvantage.

Our faculty group further tells us that to meet these challenges and opportunities, all students will need an enhanced awareness of mathematics, science and technology, whether majoring in technical or non-technical areas.

The University is in the process of developing a comprehensive long range plan and we have identified certain targets of opportunities for strategic focus. These include at least three of the programs that I previously described to you under our Title III success stories, namely: the Center for Language Education, The Four-Year Manufacturing Engineering Program and a Comprehensive University-wide Testing Program. Other programs include Physical/Occupational Therapy and of Health programs, and establishment of a Freshman College and Honors College.

Over the years, the federal government with commitment of resources from programs like Title III has impacted very positively on our ability to provide curriculum with relevance to our students. We believe that Central State and other Historically Black Colleges will continue to play a major role in providing our students, particularly those Blacks who continue to come to us with serious economic and educational deficiencies, access to higher education programs while promoting academic excellence. In this respect, I believe that the Congress, with the use of programs like Title III, can be partners with the Historically Black Colleges to ensure that "academic excellence" can be achieved without restricting access to certain segments of the population.

The provisions of H.R. 2907, the Institutional Aid Act of 1985 is a step in the right direction as far as the Historically Black Colleges are concerned. I urge you to support, defend, and pass the bill especially as it relates to Part B—Strengthening Historically Black Colleges.

Over the life of the Title III programs we have witnessed a gradual shifting of much needed funds from the Historically Black Colleges like Central State to the traditionally White institutions. Central State, like other historically Black Colleges, has remained faithful and committed to serving Black and other economically disadvantaged groups. Title III eligibility criteria must be firmly established to ensure that these colleges continue to succeed in providing the vehicle for Blacks to climb the social and economic ladder to "mainstream America".

Thank you Mr. Chairman.

I would be happy to answer any questions that you and the members of this subcommittee might have.

APPENDIX

The following is a summary of the level of Title III funding received by Central State and the major areas which benefited by these funds.

First Award: Advanced Institutional Development Program.
Grant Period: January 1, 1974 through December 31, 1978.
Grant Award: $1,800,000.
Number of Activities: Twelve.
Second Award: Advanced Institutional Development (Supplemental Award).
Grant Period: July 1, 1975 through June 30, 1979.
Grant Award: $900,000.
Number of Activities: One.
Third Award: Advanced Institutional Development Program (Supplemental Grant).
Grant Period: July 1, 1975 through June 30, 1979.
Grant Award: $33,500.
Number of Activities: One.
Fourth Award: Strengthening Developing Institutions Program.
Grant Period: July 1, 1978 through September 30, 1981.
Grant Award: $1,500,000.

Number of Activities: Seven.
Fifth Award: Strengthening Institutions Program.
Grant Period: October 1, 1981 through September 31, 1982.
Grant Award: $500,000.
Number of Activities: Nine.
Sixth Award: Institutional Aid Program Part B.
Budget Period No. 1: October 1, 1982 through September 30, 1983.
Amount of Award: $336,000.
Number of Activities: Four.
Sixth Award: Institutional Aid Program Part B (Continuation Funding).
Budget Period No. 2: October 1, 1983 through September 30, 1984.
Amount of Award: $644,087.
Number of Activities: Six.
Sixth Award: Institutional Aid Program Part B (Continuation Funding).
Budget Period No. 2A: October 1, 1983 through September 30, 1984.
Number of Activities: One.
Sixth Award: Institutional Aid Program Part B (Continuation Funding).
Budget Period No. 3: October 1, 1984 through September 30, 1985.
Amount of Award: $599,580.
Number of Activities: Five.

Mr. OWENS. Thank you, Dr. Thomas.

The next witness is Dr. Thomas Jenkins, president of Lincoln University.

Dr. Jenkins.

STATEMENT OF DR. THOMAS MILLER JENKINS, PRESIDENT, LINCOLN UNIVERSITY OF MISSOURI

Dr. JENKINS. Good morning, gentlemen.

It is certainly a pleasure for me to have the opportunity to participate in this hearing. I really had not intended to tell any stories, but you had allowed it, Mr. Chairman, to go on, so I guess I have to do so.

I suppose that much of this testimony would not be necessary if most of us would simply recount our experiences. I can recall in going to Boston University Law School as a graduate of West Virginia State College and being in the class with Charles Anderson from Morehouse and Edward Brook from Howard. So the teachers told us on the very first day that at the end of the first year, one of three students in the whole school would be out and the end of the second year, two.

So people sitting next to us counted all three of us out because they had never heard, believe it or not, of Morehouse, West Virginia State Collee, and even Howard, but they had heard about Dartmouth and Brown and the University of Rhode Island. Well, in that particular category, all of those boys from the other institutions flunked out.

Charles Anderson from Morehouse was the valedictorian of our graduating class and had the highest average in the history of Boston University from 1867 to 1949.

And I suppose all of you know that Edward Brook became a U.S. Senator from Massachusetts.

I do not want to do anything about trying to influence anybody on this committee. So, Congressman Hayes, I will not remind you that when I was vice chancery at the University of Illinois at Chicago, we organized the students to be sure you succeeded Harold Washington. I do not want that to influence you.

And I do not want you, Congressman Owens, to have any idea at all of the fact that Jim Tatum, who is now heading up the mass transit system there has moved into your district in Brooklyn and is a public supporter of yours and a long-time friend of mine, a graduate of this center, and a former controller at about five or six historically black institutions.

Do not let that influence you.

Certainly I would not want you to think, Mr. Chairman, that I would say that I have admired you all my life if I had not.

Mr. Kildee, you must be a marvelous gentleman to be here this morning. So we are just delighted to see you but we do not want that to influence you.

Now, as for Congressman Dymally, who is a graduate of Lincoln University in Missouri, I am not going to use this opportunity to request that you make our commencement address in the spring——

Mr. DYMALLY. Nor am I going to say anything at all about the conferring of the doctorate of humanities on you.

When do you want me?

Dr. JENKINS. I am very pleased to be here with you this morning to talk about the effects of title III on historically black institutions such as Lincoln, whose mix has changed and to support the Institutional Aid Act of 1985. As most of us know, Lincoln University of Missouri was established by the 62d and 65th Colored Infantries in 1866 for the education of freed Negro slaves in the State of Missouri. By the 1970's, Lincoln had become one of the most integrated institutions of higher education in the Nation and the campus was and is regarded as a living laboratory in human relations.

This shift in population has caused many people in our Nation to question where such institutions pursue a reasonable fascimile of the original mission.

I am here today to tell you that we do. Our mission remains the same. The education of those people who, for financial and/or educational reasons, would be prevented from successfully matriculating it and graduating from the usual majority white institution. The emphasis has simply shifted from solely blacks to all-inclusive, low-income and/or educationally deprived students.

Lincoln's was one of two State-supported institutions in Missouri to have an increase in enrollment during the fall of 1984 and this year the fall enrollment for Lincoln shows an increase of 15 percent over 1984 and as a footnote there, I would have you know that the dormitory students increased by 40-percent. Everybody has code words everywhere, so I think most of you understand what a 40-percent increase in the dormitory means.

Fifty-nine percent of Lincoln's total student population in the fall of 1985 is made up of full-time undergraduate students. Of that figure, 51 percent are black and 40.8 percent are white with the remaining 8.2 percent classified primarily as international. The average age of Lincoln's undergraduate students is 27.6 years. The range of our students' ages is from 16 to over 84. In fiscal year 1985, 47 percent of our students received some type of financial aid.

The point to all these statistics hopefully is that Lincoln is still serving the nontraditional students, whether they be black, white, other, older or part time, and our experience in helping those black students who were educationally underprepared in the years from 1866 to 1954 have given us the needed expertise to help all nontraditional students in 1985.

As a matter of fact, many times people say to me, certainly black people, that maybe too many others are coming to the institution. My response is very simple. If I live in a community and I had people like Renie Greene, one of the finest historians in this country, a graduate of Howard; if I had Tom Pawley from Virginia State, one of the finest dramatists in this country; if I had Armstead Pride, a graduate of Bishop, one of the fine journalists in this country; if I had Fuller, the first black person in this country to receive a Ph.D. in music, and on and on and on and on; if I had all of these people in a community that had 35,000 people and one newspaper and I knew about the accomplishments of these professors, I would beat the door to get in no matter what my complexion and that is exactly what has happened.

Lincoln has done the job extremely well having very limited resources and Lincoln and several other institutions have integrated their institutions, and I hope that the panel will pay close attention to this, with little or no incentive from State or Federal Governments and there is still a well-documented history of inequitable funding from both levels of government to these institutions.

I think one of the things that can be fairly well said is that a logical question can be, why not, in terms of public institutions have your States take care of their responsibilities and I must honestly look at the panel and say, "Hell, I would like to know, too, on many occasions because I actually think the States ought to do much more." And I think another question I would raise, and this one will probably get me fired, the other question I would raise is since States do have such a real responsibility for seeing to it that their institutions are well funded, I would think the majority of this funding should in fact go to the private institutions and I have never been a student in a private institution.

I am a graduate of a historically black school that is a public school and I am president of one now and I was president of Albany State College here back in the sixties, but I would like for you to know that my feeling is very strong that the private institutions have much more of a right to these funds than do State institutions because States should be made to assume some of their responsibilities.

There are many, many things that title III has done for Lincoln University in Missouri, and certainly all of those things have helped us to develop some of the better programs in this Nation in many areas and I would certainly know and say that there would have been no way—been no way for Lincoln University of Missouri to have accomplished what it accomplished with all kinds of real problems, including Thermidorian reactions, had it not been for the title III funds, had it not been, because no matter how much I want the States to do what they are supposed to do, I know and you know that they do know. And if we are not careful, as someone has said earlier here today, we will not do again at the Federal level what must be done because certainly somebody—somebody has to do what ought to be done.

And, you know, I hear so much about the whole business of developing institutions and I believe somebody has even indicated that may be we should not be described as developing institutions. Well, I take issue with that from this vantage point. I believe that in terms of funds available we are certainly still developing institutions because we have never, never, never, never in our history been allotted sufficient funding to allow for the development of our full potential.

And one of the things I would like to see us talk more about is this: People talk to us over and over again at historically black institutions about our inability to develop our academic potential and we over and over again defend that.

Well, I am one of those people who believes that the human relations potential has been better developed by historically black institutions than any other kind that anybody else can imagine and so we are well developed there. So if they will give us the funds that we need for the academic development, God knows they ought to accept our expertise, and we will give them some of the ways to handle real human relation situations for we are the only true integrated institutions in this country.

[The prepared statement of Thomas Miller Jenkins follows:]

PREPARED STATEMENT OF THOMAS MILLER JENKINS, PRESIDENT, LINCOLN UNIVERSITY OF MISSOURI

I am Thomas Miller Jenkins, President of Lincoln University of Missouri, an 1890 Land Grant Institution and an historically black institution whose student population has shifted from all black to predominantly white since 1954. I am very pleased to be here with you this morning to talk about the effects of Title III on historically black institutions such as Lincoln whose populations have changed and to support the "Institutional Aid Act of 1985." Permit me to acknowledge at the outset that the person responsible for the major research in this presentation is Dr. Myra Norman, Title III Coordinator/Grants Officer at Lincoln University.

Lincoln University of Missouri was established by the 62nd and 65th Colored Infantries in 1866 for the education of freed Negro slaves in the State of Missouri. It became a state institution in 1879, and with the passage of the Second Morrill Act of 1890, Lincoln became Missouri's second land grant institution.

Although Lincoln never had a policy of barring students on a racial basis, the 1954 Supreme Court decision had a tremendous impact on Lincoln. In 1955 Lincoln opened its doors to all students in the state of Missouri who wished to receive a college education. Over the next 10 years Lincoln's student population literally exploded, doubling from approximately 700 students in 1954 to 1,647 students in 1964. The 1971 enrollment of 1,952 was four times the enrollment in 1952. Lincoln's student population has continued to increase. This tremendous growth in enrollment was due in large part to local white students enrolling at Lincoln University. By the 1970's Lincoln became the most integrated institution of higher education in the nation, and the campus was regarded as a living laboratory in human relations. Several other institutions—Delaware State, Kentucky State, Bowie State, Bluefield State, and West Virginia State—have experienced a shift in their student populations as a result of the 1954 Supreme Court decision. All of these schools are located in border states where the percentage of black population to total population of the state is somewhat lower than the Southern states. This shift in population has caused many people in these states, and in the nation, to question whether these institutions are necessary. I am here today to tell you that they are necessary. Their missions remain the same—the education of those people who for financial or educational reasons would be prevented from attending a majority white institution. The emphasis has shifted from blacks to low-income or educationally disadvantaged students, although a great portion of these students will still be black.

A brief review of some statistics about these institutions should give you an indication of how important Historically Black Institutions such as Lincoln are to their states and to the nation. The Fall, 1984 enrollments with the percentage of black and white student population are as follows:

Institution	Fall 1984 enrollment	Percent white	Percent black
Bowie State (Maryland)	2,357	36.2	63.8
Delaware State	2,209	38.0	59.0
Kentucky State	2,066	54.1	43.4
Lincoln University (Missouri)	2,951	57.0	36.0
West Virginia State	4,315	85.0	15.0
Bluefield State (West Virginia)	2,597	89.0	10.0

In a time when predictions are that student enrollment will decline, Lincoln was the only state-supported institution in Missouri to have an increase in enrollment during the Fall, 1984. This year, the fall enrollment for Lincoln is 3,282, an increase of 331 over 1984. Lincoln is drawing a majority of its students from the Mid-Missouri area, Kansas City, St. Louis, and the Bootheel.

Many people seem to have the mistaken idea that since Lincoln's student population has become majority white, our black student enrollment has declined. This could not be further from the truth. While it is true that the number of white students exceeds the number of black students at Lincoln, our black student population is also increasing. In 1954, when Lincoln was all Black there were approximately 700 students. In 1984 1,055 black students enrolled at Lincoln, an increase of 300 students over 1954. When one studies the enrollment further, it is evident that the education of black students still plays a significant role at Lincoln. Fifty-seven percent (1695) of Lincoln's total student population in the Fall of 1984 was made up of full-time undergraduate students. Of that figure 849 students (50.0%) were black and 691 (40.8%) were white with the remaining 9.2% classified in various other categories. The opposite is true of the part-time enrollment. Of the 1062 part-time undergraduate students, 81.6% were White and 15.6% were black. The average age of Lincoln's undergraduate students is 27.6 years. The range of our students' ages is 16 to over 80. In FY85, 47% of our students received some type of financial aid. Many of our students work full-time while working on their degree at Lincoln. The point to all these statistics is that Lincoln is still serving the nontraditional students whether they be black, older students or part-time students, and our experience in helping those black students who were educationally underprepared in the years from 1866 to 1954 has given us the needed expertise to help all nontraditional students.

Although Lincoln and the other institutions I have mentioned have integrated their campuses with little or no incentives from State or Federal governments, there is still a history of inequitable funding from both levels of government to these institutions. Title III funds have played an important role in developing and improving programs on these campuses that would attract both black and white students. All six institutions currently have grants funded through Title III. These activities include curriculum improvement, student services, management improvement, and faculty development activities. The list of funded activities for FY84 for these institutions is attached to the end of this testimony. The list was compiled from "A Directory of Title III Funded Activities" published by The Center for Developing Institutions.

The successful programs that have been implemented at Lincoln are illustrative of the impact Title III has on these institutions. Through Title III funding Lincoln has developed a comprehensive counseling and testing program that takes into account the great diversity of student population; a Mass Communications program that now incorporates the former journalism program and now boasts of 101 majors; a Fashion Merchandising Program that has 37 majors; and a Comprehensive Freshman Program that places students into one of three program levels of general education courses according to the students' needs: developmental, regular track, and Honors Program.

Lincoln would not have been able to attract the number of white students, and increase the number of black students over the years if the institution had not been able to improve and expand its academic programs. Because of the history of underfunding from the State, Lincoln would not have had the opportunity to develop new career-oriented programs without Title III funding. Under the Advanced Institutional Development Program Lincoln developed majors in Mass Communications and Fashion Merchandising and a minor in Social Work. Under the current "Strengthening Institutions" Program, Lincoln is improving the Mass Communications Programs by incorporating the journalism program into a degree program with six emphasis areas. Lincoln has also invested a great deal of Title III money in developing programs in the high technology area to meet the demands of the local community as well provide opportunities for blacks in areas where they have traditionally been underrepresented. Lincoln is developing four-year programs in Computer Science/Data Processing and Electronic Technology based upon the current two year programs; and is upgrading its Building Engineering Program to meet national accreditation standards. Another Title III funded activity that has put Lincoln in the forefront in developing programs for quality education is the Language and Learning Across the Curriculum Program whereby faculty members are encouraged to increase the use of writing in their classes, and groups of faculty have been shown how language and learning are interrelated. Students can go to the Writing Center for individualized help with their writing assignments.

Much of the funding for these acitivities went to developing new courses to improve the curriculum and for the equipment needed to make these academic programs viable. Lincoln would not have been able to purchase the equipment. Through Title III funds Lincoln has equipped a T.V. production studio, upgraded the campus radio station, equipped an academic computer center and upgraded the Building Engineering and electronics laboratories.

Perhaps one of the most important activities funded by Title III for Lincoln has been the administrative improvement activities. These activities over the years included the development of an Institutional Research Office, a computerized Management Information System, and a Planning, Management, and Evaluation System. Much of the funding has been directed toward bringing Lincoln's computer system from the 1950's to the twenty-first century. Lincoln has installed an integrated systems software package purchased with Title III funds. The installation of this package will allow Lincoln to have a sophisticated financial, student information, and personnel/payroll system with several subsystems such as computerized admissions, on-line registration, and alumni lists. Along with the installation of the system have been training sessions for the data processing personnel and the personnel who are involved with various functions. There have been training sessions on the financial package, personnel/payroll, and student information system. With the new administrative reorganization implemented last January, each Dean is responsible for his/her own budget and will have the latest in computer workstations to monitor those budgets. The Deans will also have the ability to call up information on individual students or data on groups of students to analyze as they implement their short-range and long-range plans.

The "Institutional Aid Act of 1985" will allow HBCU's such as Lincoln, Delaware State, Kentucky State, Bowie State, Bluefield State, and West Virginia State to continue to develop those programs that will continue to attract the white students and to provide educational and employment opportunities in those fields traditionally underrepresented by blacks. Institutions such as Lincoln and the other schools I have mentioned are Historically Black Institutions with a changing student population. Because of our heritage these institutions must remain eligible for the setaside for Historically Black Institutions as proposed in this bill. Our missions have changed very little over the years. We are still serving students who would not have access to the majority institutions of the nation. I thank you for this opportunity to convey my strong support of the "Institutional Aid Act of 1985."

TITLE III ACTIVITIES FUNDED IN FISCAL YEAR 1984

BLUEFIELD STATE (WEST VIRGINIA)

Curriculum and Academic Management Improvement.
Computer Operations Improvement.
Institutional Research and Planning.
Student Services.
Media Center Improvement.
Counselor Services Improvement.

BOWIE STATE (MARYLAND)

Improve Management Capabilities.
Student Development for Retention.
Academic Program Development.
Faculty Development.

DELAWARE STATE

Comprehensive Student Tracking System.

Strengthen the Basic Science Component of the Psychology Curriculum.
Strengthening Library Services.

KENTUCKY STATE

Liberal Studies.
Development of Instructional Laboratories.
Preprofessinal Education.
Development of Library Resources.
Faculty Development.

LINCOLN UNIVERSITY (MISSOURI)

Strengthening Institutional Planning, Research, and Management Information Systems.

Language and Learning Across the Curriculum. B.S. Degree in Electronic Technology.

Development of an Academic Computing Lab and a B.S. Degree in Computer Science.

Mass Communications/Journalism.
Accreditation of the Building Engineering Program.
Comprehensive Student Support Services.
Employment Preparation Seminar.

WEST VIRGINIA STATE

Institutional Management Improvement.
Strengthening Academic Programs.
Improvement of Student Services.
Academic Technological Support Services.

Mr. OWENS. Thank you, Dr. Jenkins.

Dr. Robert Albright, President of Johnson C. Smith University.

STATEMENT OF DR. ROBERT ALBRIGHT, PRESIDENT, JOHNSON C. SMITH UNIVERSITY

Dr. ALBRIGHT. Mr. Chairman and members of the Subcommittee on Postsecondary Education, my name is Robert Albright and I am president of Johnson C. Smith University in Charlotte, NC.

Founded in 1867, Johnson C. Smith University is one of the Nation's oldest historically black colleges and was the first Southern black college to receive accreditation from our Regional Credit Association and indeed since 1867, Johnson C. Smith University has been providing education excellence and equity for many thousands of Americans, black and white, who have made contributions to this Nation in every field of human endeavor.

I am indeed honored and pleased to appear before you today to represent the views of the institutions represented in the United Negro College Fund on the important matter of reauthorization of the Higher Education Act of 1965, with particular emphasis on H.R. 2907.

As you well know, the United Negro College Fund is a consortium of some 43 institutions which joined together in 1944 for the purpose of raising funds to support black private colleges. Since 1944, our institutions have had specific significance for the Nation because of our traditional and continuing role in educating minority youngsters for productive and creative participation in American life.

Today, over 70 percent of the students enrolled in private black colleges attend UNCF member institutions. However, even though UNCF colleges have made unparalleled contributions to this

Nation and indeed the world, our institutions have never received as much support as we need to fulfill our mission.

We at UNCF take pride in our ability to attract, to graduate not only outstandingly capable young people, but also youngsters who have been rejected by the mainstream institutions in the American educational enterprise.

Many of these youngsters are poor, come from broken families, have been educated in inferior secondary schools and bring to our institutions almost all the deprivations of life. Yet, these same youngsters thirst for knowledge, many are highly motivated and are desperate to break or end the cycle of poverty that has affected them and their families.

We consider ourselves to be among the most elite of all American colleges in our special area and that is in our ability to develop, to implement and to sustain high-quality programs at relatively low costs. Moreover, we are indeed the Nation's experts, as my good friend Elias Blake is certainly likely to tell you later, in the area of developmental education and yet we find ourselves and our missions increasingly made difficult as a result of the buffing winds and the creeping costs, competition for minority students and faculty members and the national debate regarding the vitality and the continuing need for historically black colleges.

By way of background from my comments regarding our support of H.R. 2907, permit me to share with you just a few facts about the United Negro College Fund institutions.

In brief, we matriculate over 70 percent of the black students enrolled today in private historically black colleges. For the 1983-84 academic year, the average faculty salary at UNCF institutions was $18,095. This figure pales dramatically in comparison with average faculty salaries reported that same year for independent private colleges of approximatley $25,000 and church-related private colleges of approximately $21,000.

Approximately 91 percent of all students attending UNCF colleges in the 1983-84 academic year received financial assistance from a variety of Federal aid programs and, moreover, and perhaps most importantly, this panel ought to be aware that the average UNCF student comes from a family making an income of only $12,000 per year. The average cost of tuition at UNCF colleges for the 1984-85 academic year was roughly $3,000. By comparison, the average tuition at all other 4-year colleges nationally in 1984 to 1985 was over $5,000.

And finally, in 1984 to 1985, the UNCF average endowment per student of $4,602 was less than half that of the $9,862 average endowment per student in equivalent colleges nationally.

Obviously, I could go on citing comparative data which unequivocally demonstrates the dramatic differences between our institutions and other private colleges. In brief, it is suffice to say that we have been asked to do more with considerably less than our counterparts and peers and yet we are proud of our successes and we have proven that we in effect manage poverty with greater acumen and dignity than any universe of institutions in the history of higher education.

To continue our necessary historic mission, however, we need help. Over the years, indeed since its inception, the title III program has been an important source of assistance to our colleges and other small, private and struggling institutions of higher education. However, since our graduates tend not to be wealthy contributing alumni and since our institutions educated black Americans basically on our own with no meaningful governmental help until the 1960's and little corporate or foundation support, we still find ourselves in need of administrative and academic development support.

That is why title III of the Higher Education Act plays such a significant role in our campus, but title III is never often enough to allow our schools to reach the point of total independence of Federal support. Yet, the presence of this program and its average 5 to 10 percent impact on the budget of the institutions it supports is crucial to UNCF colleges. In that vein, members of this very distinguished panel, we have become very concerned in recent years over the expansion of the pool of institutions eligible for title III funds.

This program, title III, has generally been acknowledged by Congress and the public alike as one of assistance to black colleges, has seen its budget increase only slightly in recent years while the percentage going to black collegs has shrunk from 60 percent of the original appropriation in 1966 to only 36 percent last year.

If we are to see sound and lasting improvements on our campuses, the kind that occurred on the majority of white campuses, while our students were cut off from Government assistance for over 100 years, title II must expand its commitment to historically black colleges and universities. It is for that reason that UNCF stands so forcibly behind the Institutional Aid Act of 1985, H.R. 2907, and Senate 1328, which has been introduced by the distinguished Chairman Augustus Hawkins in the House and Senator Paul Simon in the Senate.

This legislation is important to our institutions because it will for the first time recognize the Federal Government's responsibility to historically black colleges. It will fund specific programs over a 10-year period that are designed to bring to black institutions the administrative capacity, the facilities and the academic development which has been denied to us for so many years and even though these schools have struggled, let me stress to this panel that historically black colleges, which represent just over 5 percent of all 4-year black colleges, continue to enroll 35 percent of all black students attending 4-year colleges. And even more impressively, historically black colleges and universities today confer 40 percent of all bachelor's degrees earned by black Americans.

We have these enrollments, we continue to exist because we offer hope and commitment to young people. It is the same hope which inspired such graduates of historically black colleges as Martin Luther King, Jr., John Hope Franklin, Thurgood Marshall, William T. Price, Benjamin Hooks, Jesse Jackson, John Jacobs, and the mayors of Washington, DC, Richmond, Atlanta, Birmingham, and New Orleans.

It is the hope which inspired the majority of today's black middle class and the hope which inspires thousands of young people for the future.

We at UNCF further embrace the Institutional Aid Act, not only because of its 10-year program of development assistance, but also because of the promise it holds for the future of our schools through endowment grant programs. Endowment at UNCF schools are extremely small as compared to private institutions in the United States. Endowment income represents just 4 percent of total revenues for UNCF colleges as compared to 5.5 percent similar revenues at all private colleges in the United States.

Perhaps, most tragic, at present only three of our member institutions equaled or exceeded the average endowment figure of $13.9 million for all private colleges nationally. The average endowment for all 43 UNCF institutions in 1982 to 1983 was $4,793,000. Hence, unlike other institutions, we are unable to generate few—unable to generate discretionary dollars by way of endowment to support our twin goals of equity and excellence.

In that vein and on behalf of our member institutions, I urge this committee and the entire United States Congress to support particularly the continuation of the endowment challenge grant provisions of H.R. 2907 so that institutions like Johnson C. Smith University may continue to be able to increase our endowment portfolios as we have done this year by way of a $500,000 endowment challenge grant.

I am particularly pleased to report to this committee that as a result of our grant from title III last year, we were able to mount a successful capital campaign which permitted us to generate well over $500,000 of support from our local community and as a result we not only received important visibility for our institution, but we shall also add approximately $1 million to our endowment portfolio this year.

We believe this will help us in future fund-raising activities, but I would urge you to remember that without the important Federal stimulus this would not have occurred and thus, if we are to continue to increase our endowment portfolios this kind of support, incentive and encouragement from the Federal Government must continue.

I recognize, of course, that I am here today on behalf of all 43 UNCF institutions and that the very favorable impact that title III has had on them must be told. All of us have benefited immensely and have made genuine strides toward achieving institutional stability and self-sufficiency vis-a-vis our programs of academic and administrative enhancement. Therefore, as an illustrative example, permit me to share with you for just a moment or so a few of the ways in which title III has assisted Johnson C. Smith University since I became president in July 1983.

The first major impact of title III has been campus computerization and the development of a management information system at Johnson C. Smith University. These aspects have produced a domino effect at the college in various academic and administrative areas and as a result the university today is almost entirely computerized.

With title III seed support, we received last year a $350,000 grant from IBM and as a result today some 65 of our current full-time faculty members have a personal computer at their desk. These computers will permit them to become more actively involved in research, facilitate academic advising, develop new computer illiteracy courses, and implement a variety of other activities designed to enhance the academic enterprise.

Without title III support, we would not have been able to generate that kind of support from the IBM Corporation. Second, the computer center and Computer Science Department at the university have been expanded.

Mr. **Owens**. Can you summarize? We are running out of time.

Mr. **Albright**. Thank you, sir.

Our computer science program has been expanded. We now offer a concentration in microcomputer processing technology.

Third, through title III support we have been able to develop a banking and finance education program, something that all of us believe is important to the Nation and for the young people we serve. And finally, through title III support we have been able to develop our first formal placement cooperative education and internship program.

Thus, Mr. Chairman and members of this committee, I urge your valuable support of H.R. 1207. The passage of this bill is vital to the survival of many of our institutions. We need your assistance the same as the set of institutions which have been described as national resources by our last four Presidents.

I hope you will join us in our historic mission of providing genuine excellence and equity to the thousands of students we serve today and the hundreds of thousands of students we must serve in the future.

Thank you very much, Mr. Chairman and members of the subcommittee.

[The prepared statement of Robert L. Albright follows:]

PREPARED STATEMENT OF DR. ROBERT L. ALBRIGHT, PRESIDENT, JOHNSON C. SMITH UNIVERSITY

Mr. Chairman and members of the subcommittee on Postsecondary Education, my name is Robert Albright and I am President of Johnson C. Smith University in Charlotte, North Carolina. Founded in 1867, Johnson C. Smith University is one of the nation's oldest Historically Black Colleges and was the first southern Black College to receive accreditation from our regional accrediting association. Since 1867, Johnson C. Smith University has been providing educational excellence and equity for many thousands of Americans (black and white) who have made contributions to this nation in every field of human endeavor.

I am honored and pleased to appear before you today to present the views of the universe of institutions represented in the United Negro College Fund on the important matter of the reauthorization of the Higher Education Act of 1965 with particular emphasis on HR 2907.

As you know, the United Negro College Fund is a consortium of some 43 institutions which joined together, in 1944, for the purpose of raising funds to support private black colleges. Since 1944, our institutions have had special significance, for the nation, because of our traditional and continuing role in educating minority youngsters for productive and creative participation in American life. Today, over 70 percent of the students enrolled in private black colleges attend United Negro College Fund member institutions.

However, even though UNCF colleges have made unparalleled contributions to the nation—and, indeed the world—our institutions have never received as much support as we need to fulfill our mission. We take pride in our ability to attract and graduate not only outstanding capable young people—but also youngsters whom have been rejected by the mainstream institutions in the American educational enterprise. Many of these youngsters are poor, come from broken families, have been educated in inferior secondary schools and bring to our institutions almost all of the deprivations of life. Yet these same youngsters thirst for knowledge, are highly motivated and are desperate to break or end the cycle of poverty that has affected them and their families.

We consider ourselves to be among the most elite of all American colleges in one special area, and that is in our ability to develop, implement and sustain high quality programs at relatively low costs. Moreover, we are, indeed, the nation's experts in the area of developmental education. Yet, we find our mission increasingly difficult as a result of the buffeting winds of spiraling cost, competition for minority students and faculty members and the national debate regarding the vitality and the continuing need for Historically Black Colleges.

By way of background for my comments regarding our support of HR 2907, permit me to share with you a few facts about the UNCF colleges. In brief:

We matriculate over 70 percent of the black students enrolled in private Historically Black Colleges;

For the 1983-84 academic year, the average faculty salary at UNCF institutions was $18,095; this figure pales dramatically, in comparison, with average faculty salaries reported that same year for independent private colleges (approximately $25,065) and church related colleges (approximately $21,680);

Approximately 91 percent of all students attending UNCF colleges in the 1983-84 academic year received financial assistance from a variety of Federal aid programs. Moreover, the average UNCF student comes from a family making only $12,000 per year;

The average cost of tuition at UNCF schools for the 1984-85 academic year was $3,070; by comparison, the average tuition at all other four year colleges nationally, in 1984-85, was $5,016.

In 1984-85, the UNCF average endowment per student of $4,602 was less than half that of the $9,682 average endowment per student at equivalent colleges nationally. (At present, only three of our member institutions equal or exceed the average endowment figure of $13.9 million for all private colleges.)

Obviously, I could go on and on citing comparative data which unequivocally demonstrates the dramatic differences between our institutions and other private colleges. In brief, suffice it to say that we have been asked to do more with considerably less resources than our counterparts and peers. Yet, we are proud of our successes and we have proven that we, in effect, manage poverty with greater acumen and dignity than any universe of institutions in the history of higher education.

However, since our graduates tend not be wealthy contributing alumni and since our institutions educated Black America basically on our own, with no meaningful government help until the 1960's, and little corporate or foundation support, we find ourselves still in need of administrative and academic development support. That is why Title III of the Higher Education Act plays such a significant role on our campuses. But, Title III has never offered enough to allow our schools to reach the point of total independence from government support. Yet, the presence of this program, and its average five to ten percent impact on the budget of the institutions it supports, is crucial to UNCF schools.

In that view, we have become concerned in recent years over the expansion of the pool of institutions eligible for Title III funds. This program, which has generally been acknowledged by Congress and the public alike as one of assistance to black colleges has seen its budget increase only slightly in recent years while the percentage of this aid going to Black colleges has decreased from 60 percent of the original appropriation (in 1966) to only 36 percent last year.

Therefore, few can argue that if Black colleges are to experience significant and lasting improvements on our campuses—the kind of growth and development that occurred on majority white campuses while our students and institutions were denied meaningful governmental assistance for over 100 years—the Federal government, through the Title III program, must expand its commitment to Historically Black Colleges and Universities.

It is for this reason, distinguished members of this sub-committee, that the United Negro College Fund, NAFEO and other organizations which represent Black colleges support so vigorously the Institutional Aid Act of 1985, H.R. 2907 and S. 1328, which has been introduced by Chairman Augustus Hawkins in the House andSenator Paul Simon in the Senate. This legislation will, for the first time, recognize the responsibility of the Federal government to Historically Black Colleges and Universities. Through its various provisions, this act will fund, over a ten year period, specific programs that are designed to help Black colleges fully develop and implement the administrative's mechanisms, the facilities, and the educational programs which have been denied us for so long—and which are so very vital for us to continue our historic legacy, mission and tradition.

Perhaps part of our dilemma, today, is that we have been too modest in articulating our story. Since 1854, our institutions have had the most difficult and awesome task in the history of higher education—namely, that of educating an entire race of people. Bereft of meaningful support—except for that which was provided by a few well meaning missionary societies and meager subsistence tendered by Black Americans—we have lifted a race of people out of poverty and out of ignorance.

In terms of our specific contributions to the nation, our record is unequalled. Statistics recently published by the U.S. Department of Education reveal that this nation's Historically Black Colleges and Universities have graduated 60 percent of the black physicians in our country; 60 percent of the nation's black engineers; 40 percent of the black attorneys; 75 percent of the black military officers and 80 percent of the black members of the judiciary. All of these professionals received their primary training, their motivation and their sense of social justice at our institutions—and then successfully competed at most of the nation's elite graduate and professional schools to earn post-baccalaureate degrees. As a President of one of our institutions, then, you might well imagine my frustration when I hear negative or derisive comments about the quality of the educational experience at our colleges.

Additionally, with respect to the social significance of Black colleges, the noted educator John Munro once observed:

> In a country with a genius for organization and institutions, the Black community has pitifully few formal arrangements to confront the strong, well organized racist white society around it. The Black community needs institutional strengths of its own to represent its interests in this society. The Black college, small and often weak, is one such center of power and representation.

Finally, few recognize the important role which Black colleges have played in helping this country develop a heightened sense of social equity. The late dean of American Black College Presidents, Dr. Benjamin Mays, once suggested that Black Colleges have served as the conscience of the nation because they have led the fight for justice and equality for all of the oppressed and disadvantaged. Dr. Mays observed that:

> It was at Howard University, a black institution, and not at Chicago, Yale, Columbia or Harvard that the groundwork was laid to go to the Supreme Court to get segregation in the public schools declared unconstitutional and a violation of the 14th Amendment. It was at a black institution, A&T University in Greensboro, that the non-violent revolution started which led to the downfall of segregation in establishments of cities in the South. . . . Since the battle has not yet been won in desegregation, housing, and employment, it may be the role of Black colleges to wage non-violent campaigns to win justice in these areas as well.

This, gentlemen, represents the legacy and the historic mission of the nation's Black Colleges today. We believe that our current and future roles will be equally imperative.

Indeed, even though these institutions have struggled, let me emphasize that Historically Black Colleges and Universities, which represent just over five percent of all four-year colleges, continue to enroll over 35 percent of all black students enrolled in higher education today. Even more impressive, perhaps, is the reality that these institutions confer approximately 40 percent of all of the bachelor's degrees earned by Black Americans.

We have these enrollments and we continue to exist because there is a need for us; and because we continue to offer hope and commitment to young people. It is the same hope which inspired such distinguished graduates of our institutions like Martin Luther King, Jr., Roy Wilkins, W. E. B. DuBois, John Hope Franklin, James Weldon Johnson, Langston Hughes, Thurgood Marshall, Leontyne Price, Benjamin Hooks, Jesse Jackson, the mayors of Washington, DC, Richmond, Virginia, Atlanta, Georgia, Birmingham, Alabama and New Orleans, Louisiana. It is the commitment that inspired the majority of today's black middle class—and the hope which inspires our youth of today.

Ours is indeed a noble story and we must, collectively, find a way to keep the flame of hope, of commitment, of excellence and of equity alive and well. Title III is one mechanism which will facilitate the sustenance and growth of this universe of institutions which are indeed a national treasure.

Let me now focus, for a moment or two, on why this program is so important to us and why we seek your undivided support for the passage of the Institutional Aid Act.

1. If this bill is not passed, by 1987, some 80% of all Historically Black Colleges will no longer be eligible for support under the Title III program because of the graduation requirement now mandated by law.

2. Although Title III has unquestionably been helpful, the program has never been adequately funded. Therefore, it is inane to suggest that our institutions should now be "developed" and thus should graduate from the program.

3. The statutory, regulatory and non-regulatory interpretations of the current statute have placed unusual burdens and restriction on our ability to use Title III funds in the most creative and supportive manner. For example, we can receive funds to "develop" programs—but not to support them once developed. Our needs are genuine, real and pressing—and we should therefore be allowed more flexibility to allow us to determine our real needs.

4. Because of the family income circumstances of the students we serve, we obviously cannot charge the full cost of education to such students. Thus, rather than be required to "develop" that which may not be essential, we should be permitted to sustain and nurture that which is necessary. In brief, perhaps the most productive use of Title III funds for our institutions would be that of tuition gap funds for support of general (and well established) programs.

Finally, we embrace the Institutional Aid Act not only because of its ten-year program of developmental assistance, but also because of the promise it holds for the future of our institutions through the Endowment Grant Program. Again, endowments at UNCF institutions (and, indeed, at most Historically Black Colleges and Universities) are extremely small as compared to most private institutions in the United States. At our institutions, endowment income represents (on the average) just four percent of total revenue at UNCF member institutions as compared with an average eight percent of similar revenues at all private colleges. Clearly, endowment growth represents one important step toward institutional self-sufficiency; therefore, if UNCF institutions are to ever achieve "fully developed" status, we must have the means to stimulate endowment growth. The provisions of HR 2907 and S 1328 provide a remarkable window of opportunity.

In that vein and on behalf of our member institutions, I urge this Committee and the entire U.S. Congress to support particularly the continuation of the Endowment Challenge Grant provision of HR 2907 so that institutions like Johnson C. Smith University may continue to be able to increase our endowment portfolios as we have this year via a $500,000 endowment challenge grant. I am pleased to report to you that as a result of our grant, this year, we were able to mount a successful capital campaign which permitted us to generate well over $500,000 in support from our local community. As a result, we not only received important visibility for our institution, but we shall also add $1,000,000 to our endowment portfolio this year. We believe this will help us in future fund-raising activities. But, I would urge you to remember that without the important federal stimulus, this would not have occurred. Again, if we are to continue to increase our endowment portfolios, this kind of support, incentive and encouragement must continue.

I recognize, of course, that I am here today on behalf of all 43 UNCF institutions and the very favorable impact that Title III support has made on them. All of us have benefitted immensely and made genuine strides toward achieving institutional stability and self sufficiency vis-a-vis our academic programs and administrative enhancement. Therefore, as an illustrative example, permit me to share with you a few of the ways in which the Title III Program has assisted Johnson C. Smith University since I became President in July, 1983.

The first major impact of Title III has been campus computerization and the development of a Management Information System at Johnson C. Smith University. These aspects have produced a "domino effect" at the University in various academic administrative areas. As a result, the University is almost entirely computerized today and with Title III "seed support," we received a $350,000 grant from IBM last year. Today, some 61 of our current full-time faculty members will receive personal computers this year. These computers will permit them to become more actively involved in research, facilitate academic advising, develop new computer literacy courses and implement a variety of other activities designed to enhance the academic enterprise.

Secondly, the Computer Center and Computer Science Department (CSD) have expanded and our Computer Science curriculum has been improved. Equipment that the University needed, but could not afford, has been acquired through Title III and we not offer a concentration in micro-computer processing technology. This new program will clearly enhance the "marketability of our graduates while concurrently meeting a national need.

The third major impact has been the development of a new Banking and Finance Education Program. Student Internships and hiring commitments have been developed with Federal Reserve Banks around the nation and, our local banks. Also, Title III funds provided a Learning Resource Center and a competitive curriculum in Banking and Finance Education. This new effort will assist our students develop the requisite skills for entry into and upward mobility in a field which has been historically closed to minority populations.

Fourth, Title III funds provided the first formal Placement, Cooperative, and Internship Office. As a result, student job placements have increased 54%. Also, the first Counseling and Testing Office was established through Title III funds. We now can test students to determine their educational and psychological needs. As a result of these services and other University inputs, our students have been placed in top paying jobs with such national firms as IBM, Coca-Cola, General Motors, Celanese, and AT & T.

Last but not least, perhaps, the most important aspect of our Title III success stories was the receipt of the 1985–86 Endowment Grant for $500,000. The previously mentioned success stories met or meet some of our short-term needs. The major goal of Title III—institutional self sufficiency—however, can truly be attained through our Endowment Grant. Over the next 20 years, this grant can assist the University in meeting some short-term and long-term institutional needs as faculty, staff and students benefit from the Endowment grant.

Thus, Mr. Chairman and members of this Committee, on behalf of the 43 member institutions of the United Negro College Fund, I urge your valuable support of HR 2907. The passage of this bill is vital to the survival of many of our institutions. We need your assistance to sustain this set of institutions which have been described as "national resources" by our last four Presidents. I hope you will join us in our historic mission of providing genuine excellence and equity for the thousands of students we serve today and the hundreds of thousands of students we hope to serve in the future.

Mr. Chairman, I appreciate the opportunity to appear before you today and I will attempt to respond to any questions you or other members of the subcommittee may have. Again, thank you for the privilege and honor of presenting this testimony to this august sub-committee.

Mr. **Owens**. Thank you, Dr. Albright.

Our final witness on the president's panel is Dr. James Goodman, vice president of the Morehouse School of Medicine. Dr. Goodman, who is also a member of the distinguished class of 1956 Morehouse.

STATEMENT OF DR. JAMES GOODMAN, EXECUTIVE VICE PRESIDENT, THE MOREHOUSE SCHOOL OF MEDICINE

Dr. **Goodman**. Mr. Chairman and members of the committee, I am very pleased to have this opportunity to present the views essentially of black medical schools in the United States and in particular terms the views of the Morehouse School of Medicine regarding the impact of the legislation being considered.

I think we have heard so far a litany of denial in the educational context of apartheid, and it says that it affects us at the institutional level and at the personal level. I was very impressed that the stories told, the enunciations of the pain associated with this denial represents a common threat. I do myself recall that my teachers at Trenton Central High School suggested that I not go into an academic field. I did become a fairly decent carpenter as a consequence so that had some positive outcome, but I could not dance, and I do not sing well, as you may recall, Congressman Owens, so I had no choice other than to get into a black institution where the environment would produce a statement that it is possible.

One of the tremendous impacts of a title III is that it addresses a core issue. Where else in our society can significant numbers of black students gain both formal education and a context in which the education can be used? That is terribly important. Without the funding of title III, it would not be possible to have both of those elements in one place at one time. Specifically with respect to medical education, we are very new in title II, only 3 years. Over that time, we have gotten 3 million a year, a total of $9 million, but more importantly this money has enabled us to leverage effectively in the larger community.

For example, the State of Georgia under the title III challenge grant provisions matched the $9 million. We also have been able to garner approximately $20 million for construction for maintenance of the institutional development process, and this is directly related to the Title III Program. I might add, without these funds, the medical school probably could not exist because it is an expensive proposition. We have used these funds to expand our clinical programs in particular. I might add that in the clinical education process, any one piece of equipment can cost from one-half of a million to three-and-a-half million dollars without staffing.

We have been able to purchase equipment to provide our students with state of the art instruction. We do not want to be in a position of having our students leave us ill-equipped to function. They come too ill-equipped to function, but as a consequence of putting in counseling programs funding by title III, our students graduate at or above the levels of the national norms. Ninety percent of our students have passed the standardized exam, and this, of course, is attributable to the counseling we have been able to provide. Our students come to us from diverse backgrounds. Many of them come in with the deficiencies that I have already alluded to, but we believe that the deficiencies they bring should not determine what happens during the process of their education or the outcome of their preparation for service in our society.

We do know that we are underserved in terms of numbers. There are fewer than 12,000 black physicians practicing in the country. We need, according to most standards, at least 20,000 more by the year 2000. It is unlikely that we are going to get those because the majority of schools, predominantly nonblack schools, will not admit them. As a matter of fact, there has been a decline in the admission rate of black students in particular into majority schools.

Also, we are well aware that once they are there, the retention rate is not high. This is because of the conflict between a perception of what is culturally relevant for black students and for the majority students. It does not really matter that a student has deficiencies if the student has the power to release the capability to learn, but somebody has to believe that it is possible and create the structures to elicit that response which is necessary.

Mr. Chairman, we at Morehouse School of Medicine support the bill that is before you not just because it would be a bill that will help institutions such as ours because we think it makes a very fundamental statement, but about what is right and what is just in the education process that has been denied to black Americans particularly over the years.

I recall that when I got to the University of Minnesota that my professors were not prepared for my entry. My last name is Goodman, and some of you may want to reflect on that, and they had never seen me. I simply took the MMPI, which is required as you fly over Minnesota even today. It is the Minnesota multiphasic personality inventory test, and also I had taken a battery of tests and my scores deceived them.

So when I arrived, I could not get anybody to talk to me. I had three professors teaching one seminar, but because we only had five students admitted into the Ph.D. program that year and three of them dropped out because we were using the curve system, three of them dropped out and the two of us remaining would chat with each other. The point I am making is simple. If our students do not learn in their educational processes that it is all right to raise questions, it is all right not to have all the answers while they are in our predominantly black schools, when they leave they will be unprepared for future education and graduate and professional school.

I want to take this time to simply thank this committee for this opportunity to present these views. The written testimony goes into great detail about the needs of medical education, about the impact of Title III on the prospects for the future of medical education in the black community. Essentially, it reflects the fact that without title III and without the extension of the provisions of the bill, we will be unable to have a quality medical education and the numbers necessary to impact on our communities in the future.

I thank you for this opportunity. [Applause.]

[The prepared statement of James Goodman follows:]

PREPARED STATEMENT OF JAMES A. GOODMAN, PH.D., EXECUTIVE VICE PRESIDENT OF THE MOREHOUSE SCHOOL OF MEDICINE

Mr. Chairman and members of the committee: I am James A. Goodman, Ph.D., Executive Vice President of the Morehouse School of Medicine. I am grateful to you for this opportunity to provide you with my views on the need to provide institutional aid to black institutions in order to enchance their ability to provide minority and low-income students opportunities for access to higher education.

Because of the nature and cost of medical education the issue of access for minority students in general and black students in particular is of critical importance.

Although blacks represent 12 percent of the population of the United States, only 2.6 percent of the nation's physicians are black. When we compare these data with the percentage of those who were in the profession in 1950, you can see the limited progress made, which gives rise to our urgent sense of concern. In 1950, 2.1 percent of U.S. physicians were black, an increase of only 0.5 percent in thirty-five years. The inequality of access by blacks to medical education impacts directly on a wide-range of quality-of-life issues—health, economic status and community stability. This combination of factors must challenge all of us to see that the federal government gives major priority to the provision of resources to train significant numbers of underrepresented blacks and other minorities in medicine and other health care professions.

As costs increase it is anticipated that the applicant pool will decline and financial ability may become the overriding determinant of black student admission to medical school. Any major decrease in black student enrollment and increased indebtedness would likely have a negative impact on career choices. Although evidence to date is inconclusive, increases in indebtedness might influence students to choose the more lucrative specialties in the future. On the other hand, given adequate financial support, minority students may be willing to continue entering primary care specialities or to practice in inner-city or rural underserved areas.

Data on the parental income of first-year students by underrepresented minority status are available for 1981. The largest percentages of applicants and accepted applicants among underrepresented minority students came from the lowest parental income category, and the lowest percentages came from the highest income category. The exception is the American Indian category, in which the largest percentage of applicants came from the highest parental income group. These data tend to support the proposition that a change in the socioeconomic background of minority medical students may adversely affect representation of underrepresented minorities.

Of equal concern is the fact that the Association of American Medical College figures for 1985 show that only 2.7 percent of medical school faculty were underrepresented minority members. Twenty-five percent of these individuals were women, attesting to the greater relative representation of minority women than minority men. Also, minority faculty representation at minority schools has been declining. In 1975, blacks represented one-third of Howard University and Meharry Medical College faculty, but in 1981, the percentage had declined to one-fourth. Continued development of a cadre of minority medical educators is essential to the concept of institutional self-sufficiency. The proposed Institutional Aid Act of 1985 would provide strong support in this area.

Minority medical schools require state-of-the-art equipment and technical support to insure the ability to teach students in an effective manner. For example, in radiology the new technology in diagnostic imaging using nuclear magnetic resonance [1] requires a major investment to initiate and maintain expertise. In the basic sciences, advances in electron microscopy and cell sorting are occurring rapidly and it is necessary to invest in and maintain this type equipment.

In order to avoid deferred maintenance, it is important for schools to renovate, improve and maintain their instructional facilities. Again, the Institutional Aid Act, through its various provisions, would provide essential support toward the attainment of this goal.

Mr. Chairman, with respect to the Morehouse School of Medicine, we are most grateful for our past and present participation in the Title III Challenge Grant Program. This support has been a major factor in our attainment of accreditation as a four-year medical school.

Title III funds have afforded the Morehouse School of Medicine an opportunity to achieve the following:

1. Expansion of our personnel in the basic science departments with the addition of ten (10) faculty positions and thirteen (13) support staff positions.
2. The development of our clinical departments by funding forty-two (42) faculty positions and thirty-six (36) support staff positions.
3. The revision of our curriculum in the basic science area to make it more compatible with our mission of training physicians to enter primary care specialties.
4. The acquisition of various instructional supplies, materials and services necessary to develop the fourth year curriculum for our program.
5. To complete staffing requirements for the development of a comprehensive counseling system.
6. The implementation of a computerized management information system through the acquisition of appropriate hardware and software.
7. Development of in-house capability in our Office of Institutional Advancement to assist in designing effective fund-raising techniques and strategies.
8. A major expansion of our library holdings.
9. To develop a family practice unit designed to provide practical learning experiences for students in the clinical sequence of the family practice clerkship.
10. To provide extensive opportunities for faculty development, often in clinical situations which provide hands-on experience, for a large percentage of our faculty.
11. To develop a beginning cadre of young minority medical educators through a Fellows Program which provides research, teaching and related opportunities for the young persons admitted to this program.

Importantly, the Title III grant to the Morehouse School of Medicine has greatly enchanced our ability to attract financial resources. A direct outcome has been the commitment by the State of Georgia to match the federal Title III funding. To date we have been awarded $9,000,000 in federal Title III funds and a matching amount from the State of Georgia.

As indicated, the Title III funds are being used for faculty and curriculum development, including the acquisition of scientific equipment to support the teaching program, the development of in-house fund-raising expertise, and the development of increased resource management capabilities. Our success in these areas, which has been made possible by this major development grant, has resulted in a significant increase in financial resources from the public and private sectors, as indicated by multiple year research and training grant awards in excess of $5,000,000, and a highly successful national fund-raising campaign which has generated over $7,000,000 from the private sector. Without the leveraging effect of the Title III award, our progress in these areas would be limited.

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[1] This technology costs in excess of $3,000,000.

Mr. Chairman, although we have demonstrated a large measure of growth which, in great part is directly attributable to our receipt of Title III funds, we strongly support the passage of the Institutional Aid Act of 1985, because its provisions, if funded at the proposed levels, would provide us an opportunity to attain a higher degree of institutional development and provide a stronger base upon which to achieve self-sufficiency.

Specifically, we must complete all aspects of our transition from a two-year oriented curriculum to a fully developed four-year curriculum in medical education. Once we have a basic corps of faculty in place in each area of the basic and clinical sciences, it will be required to add faculty in various sub-speciality areas in order to offer graduate medical and basic science training, as mandated by our accreditation agency LCME (Liaison Committee on Medical Education). These faculty will also be needed in order to address disease processes which disproportionately affect minority populations—cancer, heart disease, stroke, hypertension, diabetes, sickle cell anemia and arthritis. The speciality areas include but are not limited to:

Surgery: anesthiosiology, neurosurgery, surgical endocrinology, oncology.
Pediatrics: pediatric oncology, pediatric neurology.
Psychiatry: neurology, behavioral psychology.
Radiology: nuclear magnetic resonance, CAT Scan.
Obstetrics and Gynecology: gynecologic oncologist.
Pathology: drug monitoring, clinical pathologist, autopsy pathologist.
Physicology: physiologic cardiologist.
Anatomy: muscle system specialist.
Biochemistry: cellular biologist.
Pharmacology: pharmacogoneticist, clinical pharmacologist.

Full development in these areas, of course, requires appropriate equipment, supplies and support staff in order to provide the proper teaching-learning environment.

These and other factors suggest that institutional development and the attainment of self-sufficiency must be measured against the specific requirements of a given institution. For black institutions such as the Morehouse School of Medicine, the realization of long-term self-sufficiency must be based on short-term interim support at a level commensurate with demonstrated program needs.

Mr. Chairman, I appreciate the opportunity to present my ideas to you on this important public policy issue. I look forward to the implementation of this important legislation and assure you of the cooperation of the Morehouse School of Medicine in achieving those aims designed to improve the availability and quality of education for more of our citizens.

Mr. OWENS. Thank you very much, Dr. Goodman, and now we will have questions to the panelists and in order to facilitate your getting to the mikes, we are moving the—we will have six chairs here convenient for you, and we would like the presidents to please come up and take these—take these seats. One more can go on the platform. When you respond to a question, unfortunately, you will have to get up and walk to the mike. I am going to yield to Chairman Hawkins to begin the questioning.

Mr. HAWKINS. Thank you, Mr. Chairman.

I have one question which I am not so sure which one of the witnesses would prefer to answer. The question has implicitly been answered already. I think for the sake of clarifying the record, we should have it restated. It has been said that at the undergraduate level, there are more blacks in the so-called majority institutions, universities, and colleges, especially the 2-year colleges, at least in connection with enrollment, as compared with the historically black colleges.

Statistically, this may appear to be accurate in terms of the actual enrollment. The conclusion that has been stated that should be drawn from that is that title III, as drafted, should, is therefore unnecessary, that the money should go where the students are.

I would like to have that clarified or answered as it must be answered certainly in the committee in Washington and in the Congress. Which one of the witnesses would like to specifically address that question?

Dr. ALBRIGHT. Mr. Chairman, I think all of us would probably want to address that question at some point, but I would suggest to this committee that while the data will show that there are more black students in 2-year colleges than perhaps in our institutions, the record also reflects that far too few of those students ever pass through those institutions successfully. Two-year colleges have many noble purposes, and they serve a very useful purpose for our society, but they have not been as responsive to the needs of minority students—and in this vein, I refer not only to black students, but to Hispanic students and Native American students—as perhaps they should. For many of those students, the 2-year colleges have become a revolving door, and most of the students either leave with a kind of technical degree which will not permit them to come to a 4-year college, black or white, or simply drop out of the 2-year institution at some point.

So we do not believe within the UNCF framework that the dollars ought to be invested in institutions which have not demonstrated the ability to develop the kind of developmental programs we have and institutions that have not demonstrated commitment to help students where they are and to prepare them successfully to move on through, not only our institutions, but through some of the Nation's finest graduate and professional medical schools.

Dr. GOODMAN. Mr. Chairman, I believe that in a close examination of that data, we might find—and I have not examined this data, but we might find that the FTE concept is very misleading. That is the full-time student equivalent. The fact is that if those students who are in the undergraduate schools that are not black and the 2-year schools, in particular, were represented in terms of their contributions subsequent to leaving those schools to the black community in numbers that were parallel to those that were in our schools, we might have then a basis for the argument that they ought to be subsidized in some way simply because these are black students in other institutions, but I would doubt that the actual numbers would reflect the basis for such a discussion.

Mr. HAWKINS. Mr. Chairman, in order to conserve time, may I simply request of the witnesses that if the statements that they have submitted to the committee do not include such data that additional data be supplied to the committee; that the record be kept open for the receiving of that information.

May I just briefly direct another question which also arises. It is to what extent has the mission—the original mission of helping historically black colleges—been accomplished and would the continuation of this as a special program rather than, let us say, rejecting title III and providing the assistance in a general framework of the higher education bill itself be of assistance to the institutions? The implication of the question being, are we propping up so-called developing institutions that should have developed, and what has changed, let us say, since 1980 that prevent developing instiututions from further developing and, therefore, relieving the taxpayer of the necessity of propping them up?

I would simply ask that if that also is not included in the statements that some of us have not had an opportunity to read, that

that also be included. And also material indicating to what extent are these developing institutions becoming desegregated to the extent that they are now becoming of such quality that other students—students other than black students—are being attracted to the institution? I think if we could get those questions answered, then perhaps we will not have to go through the answers this morning.

Thank you very much, Mr. Chairman.

Mr. **Owens**. Congressman Kildee.

Mr. **Kildee**. Thank you, Mr. Chairman.

Just briefly before the question, Dr. Goodman's testimony rang something for me. He mentioned that these institutions, of course, have to have academic quality and an environment where someone really believes that student has the ability to really overcome academic deficiency that may have been created because of poor education at a lower level. That just reminded me of a student of mine, Michael, who told me that. He went to one of these historically black institutions, and he said that he was—because of that, he was surrounded, first of all, by role models, both student and faculty, present and past, the historical context. These role models were there where he really began to believe that he had the mental ability to overcome that academic deficiency, and I think your point really struck home within one student of mine.

With that, let me just ask one question. In 1980, the amendments specified to a greater degree how these title III funds were to be used. Does that still give you sufficient flexibility to meet your needs in your institutions, or would more flexibility be helpful? If you care to comment on that either now or later on by writing. Dr. Goodman.

Dr. **Goodman**. The fact is that because of the nature and cost of medical education, I think the challenge grant portion particularly should have a higher degree of flexibility to enable spending to occur in and between categories more readily. That is, I think the controls ought to be on the quality of the spending and the extent to which the money has to be used for the intended purpose, but not the stringent requirement that only shifts between categories can occur with such prior approval as now required. I think that would give us a greater degree of flexibility that we certainly need.

Mr. **Kildee**. Thank you. Anyone else care to comment on that?

Dr. **Williams**. I think a program of support of institutional assistance that allows—that is sufficiently broad, that allows the applicant—the institutions to specify its needs against the program options would seem to me on both financial and programmatic grounds to be the most efficient as opposed to a program that is reasonably restricted in terms of the categories of supports and creates rather severe kinds of institutional imbalances where, in fact, the resource base, though it is a positive, it does not necessarily lead to the net institutional enhancements.

Dr. **Albright**. I think I would simply add that while title III support has been helpful, the categories at present are too restrictive, and what we need in our institutions is greater flexibility. We have been able to develop some new programs through title III, but unfortunately once those programs are developed, title III support is not there to help sustain these programs. In higher education, as in any other industry, you need certain developmental time lags in order to get the programs to a point where people will want to come and be attracted to them.

The other thing, quite frankly, I think all of us seem to occasionally forget, is that based upon the income of the students that we serve in historically black colleges, both black and white, title III funds in my opinion and in the opinion of some of my colleagues have to almost be recognized as to tuition gap incomes. I mentioned to you in my testimony that on the average we charge only about $3,000 a year at historically black colleges for tuition as compared to a minimum of $5,000 at other private colleges, and you know from studying the record that that can be much greater.

We simply cannot afford to charge families with incomes of $12,000, $13,000, $14,000, even with Federal aid, what it generally costs for us to educate those students in our institutions; and to that extent, I would certainly argue that title III has to become more flexible so we can use it to hire teachers. We need to be able to put the money where we need it most, hire teachers, buy new facilities, renovating some of our existing facilities and all those other things which are so very important for the academic mission of our institutions.

Mr. **Owens**. There is a bit of a problem with the mike, so if those of you in the back cannot hear, if you will just raise your hand, I will bring that to the attention of the speaker. Quite a number in the back cannot hear, so lean close to the mike, and maybe exchange seats if you are going to make a comment.

Dr. **Blanton**. My dealings with the mike almost makes me feel like a developing institution, but I wanted to speak to one aspect of flexibility, and that is the reallotment of funds. Sometimes we have shortfalls in our operations and a provision that allows us to carry funds over to another year is very, very needed, and that degree of flexibility will be very helpful at Florida A&M University where we engage in long-range programs and it takes more than 1 year to develop it, and if it falls short and we have to justify that budget annually, we lose those funds and they are very needy.

Mr. **Owens**. Congressman Dymally.

Mr. **Dymally**. Thank you, Mr. Chairman.

My statement is more political than it is educational, and the presidents are free not to answer. Historically, educators have aken a very apolotical attitude to very political problems. Black presidents are no exception to the rule, they all do it. My question is, I am posing this rhetorically, to what extent are the black presidents and the institutions using their political muscle in the communities which they represent to influence Members of Congress, especially in the Southern States, to support their institutions and this particular piece of legislation?

Dr. **Thomas**. I will respond to that.

Mr. **Dymally**. I note that the president of Central State made mention of one of my friends in the Ohio Legislature. It is obvious that he must be working with him very closely to have gotten him involved in Central State in addition to his own commitment.

Dr. **Thomas**. Thank you, Congressman. I will respond to that directly. At our last year's commencement, Congressman DeWine, a Republican, got an honorary degree; Congressman Stokes, a Democrat, and my mentor, received an honorary degree. Prior to my inauguration, Congressman Bill Gray, not just because he is from Philadelphia, will receive an honorary degree, and if you need a vote, I will get you an honorary degree. [Applause.]

Dr. **Williams**. Speaking on behalf of the presidents and the Atlanta University Center, and I would say generally the Southeast, the answer to your question with respect to the Member of the House, as well as the Senate from the South, there was substantial interactions on this effort as well as other ventures.

Dr. **Jenkins**. Gentlemen, I suppose you would know in regard to how many letters you get—I think what has been disappointing to me is that we have a large turnout, such as we have this morning, and people are very concerned, and they decry all the things that can possibly happen. I know right now, I am involved in a fight with the Coordinating Board of Higher Education in the State of Missouri because I am one of those who feel that they have never given us the money that we ought to have.

People tell me on the committee that nobody ever writes about this, who is alumnus. Now, the alumni talk to us, and we have big rallies, and we have phon-a-thons, and we have all of those kinds of things, but I think that maybe many of our folks, certainly myself, we need to be following through more to find out what else the alumni is doing besides, say, hooray at a football game. I think a lot of people are interested today and interested this afternoon but will not follow through with that letter and will not follow through with that call and certainly will not go down and knock on those doors. I think there is a lot more for us to do, and all of us can do a lot more about it. [Applause.]

Mr. **Dymally**. If I may, it seems to me that one of the objectives of this whole meeting today is to get the alumni associations to develop legislation committees or political action committees, whichever term you want to use, because you are correct, we do not hear from the alumni associations unless they want to sell us some football tickets.

Mr. **Hawkins**. Would the gentleman yield?

Mr. **Dymally**. Yes.

Mr. **Hawkins**. I think that this meeting today could have great impact if the issue raised by my distinguished colleague, Mr. Dymally, were to be taken seriously. I would like to say that we have at the current time 34 sponsors who have indicated support of the bill. That is 34 out of 435 Members. That is not even 10 percent. I think most of us are intelligent enough at least to recognize the mathematics of it. Very few of us, and this is not a lecture to those who are present because you are doing what you are supposed to do, but apparently somebody is not doing their job.

Those of us who have the greatest interest and the leadership responsibility have got to do it. We have very, very few, I think it is only—out of the 34, about 3 persons—3 Representatives from the Deep South where most of these institutions are that would be almost directly affected. We have, I believe, if I can recognize it, about three Republicans. So, obviously, we need more Republicans.

So—and this hearing is not supposed to be an advocacy type of hearing but it would be—it is a good opportunity, at least, to begin one simple lesson in civic responsibility, and that is that democratically, and we are living in a democratic society, we have got to make known our views, and apparently somebody out there is not doing this. As the author of the bill in the House, and I am sure I speak for Senator Simon, we need more indication of support among those areas where that support certainly would be of the greatest and most direct benefit to the Nation.

I know that we have representing these institutions many students who come from all over the country. I know that there are at least a handful sprinkling of those from the Far West seated in the audience. I recognize the students as such, and I think they could be missionaries in the sense to also carry the message. We will certainly, and I will guarantee you, that as chairman of the committee, we will see that these hearings, and we have had some of the best testimony that I have heard from in all of my public experience, we will see that that which you have said today reaches every Member, every 435 Members of Congress in one form or another.

So I hope that we cannot only make this an intellectual seminar and a splendid hearing but that we can make it really the beginning of the type of support to make sure what we have said today will be implemented. Thank you.

Mr. Dymally. Thank you, Mr. Chairman. [Applause.]

Mr. Owens. Congressman Hayes.

Mr. Hayes. Mr. Chairman, we have had some excellent testimony from people who are eminently qualified to give testimony to this committee. There are two questions that I want to raise. One, you may not be able to answer here, that somewhat stimulated my mind, resulting from what has come out of previous hearings in which I have participated in postsecondary education.

One has to do with the shortage of teachers. I would like to know if anyone of the six universities that are represented here—one I think said he represented 43 institutions of the United Negro College Fund, if there are any programs in your particular institutions geared toward attracting teachers into the profession? I realize that the low salaries paid to teachers, as has been brought out even at your level, is a deterrent for students wanting to enter that profession, but unless we do something—I am advised by testimony that I have heard that by the year 2000, almost 30 to 40 percent of students eligible for college education will be minorities. Granted the majority of that group, given the trend of things, will undoubtedly be Hispanics and Asians. Blacks are sort of moving into what is the low end of the educational totem pole.

Now, I think we have got to do something to make it possible, in terms of preparation of people, to teach, to be able to give them the kind of education that you gentlemen have been exposed to and what you fought for and struggled for.

My second question, which you may not have an answer to, but I would like to have you address yourself to it in writing. I have some real fears, and I know that you have thought about this, given the proposal of tax reform, in that area which they—if the proposals that are now being enunciated are enacted into law, as part of that reform, not to allow a tax deduction for gifts and private donations to institutions, what is that going to do to your overall programs?

It seems obvious to me that—and I have heard this not just from black colleges but from Big Ten schools and other large institutions, private institutions and supported institutions, State institutions, they have some real fears about the cutoff of these gifts and donations because of an inability by the donators to use them for tax purposes, what is it going to do to the overall financial programs of your institutions.

I would like, if you would, to please, if you haven't done it, send something and begin to not only—I say to you people in the audience, if you are concerned, don't just leave it to the top executives of the universities, you have to begin to address yourself to this question because I am looking into the future, as I see it. [Applause.]

Dr. **Goodman**. Congressman Hayes, I would like to respond to the first question in terms of the real decline in black faculty in medical schools. For example, in 1971, at Howard and Meharry, black faculty represented 33 percent of the total. It has declined to approximately 25 percent in 1982.

Overall, in medical schools around the country, black faculty constitute less than 3 percent, and one of the problems relates to the tremendous debt load that black physicians bring with them when they think about academic medicine, which doesn't pay as well a practice.

Also I think it is a function of the fact that there are not preparatory opportunities to become an academic physician in the broad sense. To that end, our title III program has addressed this problem quite specifically. We have what we call a fellows program, where eight people M.D's. and Ph.D's., four and four, are identified as fellows, brought into the medical school and a program is designed for them apart from the regular faculty duties. They, in turn, teach, gain an opportunity to teach, do research and all of the other things that a developing faculty person ought to know how to do before entering into full-time teaching. Without the Title III Program, we would not have been able to do this.

Dr. **Thomas**. Distinguished members of the committee, at Central State University, I have instructed our vice president of academic affairs and our dean of college of education to work very closely with Kettering and other foundations to completely revamp and overhaul our college of education.

It is critical to me, when one thinks about the fact that black youngsters are dropping out of school at twice the rate of white youngsters. It is critical to me when one thinks about the fact that a black youngster is five times more likely to be murdered and five times more likely to be incarcerated than a white youngster. It is critical to me when one thinks about the fact that a black baby born today may die 6 years earlier than a white baby born today simply because that baby is black. We must, we have no alternative, but to have educated sensitive, creative black teachers who can take care of business regardless of a youngster's circumstance. That is point No. 1.

Point No. 2: I told my faculty very specifically that I want them all to get a terminal degree and in that regard we have received great cooperation from the sister institutions in Ohio, specifically Ohio State and the University of Cincinnati. Twelve have been awarded grants to go back to school this year, and we have a long-range plan to insure that the number of individuals with terminal degrees, that our institutions will be equal to the number statewide.

Third, I would say that—just to make clear a point on this integration issue. I have directed my vice president for academic affairs to give 10 full academic scholarships to white gifted youngsters and 10 to black gifted youngsters, and they will live in our honor's dormitory. I have to say, members of the committee, that when you look at that black enterprise list of the top 100 businessmen, 4 Centralians are on there. You tell them to send me some money. [Applause.]

Dr. **Jenkins**. Congressman Hayes and gentlemen, I think this business of shortage of teachers, of course, is very serious and not to be played with or volleyed around. Certainly you know and I know your record as a union person. Now, a great deal of this problem has to do with the unwillingness to adequately compensate teachers, but I think it would be in order for most of us who want to receive funds from the Federal Government to have a mandate to assist in this effort. I don't think I am seeing people that are just plain motivated to go take care of one another. You know, we can see what is going on in the country and what is going on in the ghetto, and people say with great gusto, "I go do so and so and I go do this, that and the other."

Well, I was around there in Chicago for 7 years, and I hardly met anybody except me coming in and out of those doors. The rest of that was in church. So that does not mean a lot to me. I think that some kind of mandate, however gentle, would not be out of order, because certainly something has to be done about that shortage, and certainly all of us should be using title III funds where we have teacher education programs to provide more effective training.

Now, you talk about the gifts. I wish it were a big issue with most alumni. I think maybe we have to do a better job of educating them. So many people seem not to understand that when they do make gifts and contributions available, that they are tax deductible. I think it is sort of unfortuante that many of us have not contributed in the manner that we should.

I am also convinced that there are many of us, and we have all been bragging this morning, for example, I could tell you that I have Jesse Hill, who is a graduate of Lincoln University, the president of Atlanta Life Insurance Co., he is here in Atlanta. Stanley Scott, a vice president of Xerox, he is here in Atlanta, and he is a graduate of Lincoln. George Coleman, retiring editor of the Atlanta Daily World, he is a graduate of Lincoln. I can go on and on and on. So obviously some people have some money.

My point is, I guess, that maybe before we begin to worry too much about the effect of it, we ought to understand how it operates now, and then maybe somebody would give off some of those dollars and get rid of that record. [Applause.]

Dr. **Blanton**. Two brief comments. One, Florida A&M University is in the midst of a $10 million centennial campaign that will culminate in 1987. We have received $10 million in pledges. I would hazard that 95 percent of those gave because of the tax benefits that accrued to them. If that benefit is removed and we should attempt to do what we are supposed to be doing, become self sufficient, then in our next campaign, I doubt seriously if we could muster $10 million for any purpose whatsoever.

As far as the teacher shortage, we have been able to convince the State of Florida, that imports 70 percent of its public school teachers, to give Florida A&M University two grants: One to improve the number of science and math teachers in the State and one to establish a center of excellence to upgrade those who are already teaching.

As far as the university is concerned, we have a school of architect that was instigated because of the insistence of the Office of Civil Rights and title III to have a program where blacks are represented. One of the criticisms that we have experienced in the last 5 years with that school is that there are no black faculty in the college of architect. We have decided that we would identify those promoting students that are going through, support them through the masters degree, so that they can teach. We have two.

The second phase of that program is not to have inbreeding but to move them to a sister institution for 2 of the 3 years. Our fear is that once we move them there, we will not be able to bring them back because the other institutions have other resources than we have. Those are efforts that we are making to compensate for these two areas.

Dr. **Williams**. I would like to respond to both of the questions also. The comment—I agree with my colleague from Florida. The comment on tax proposals is an equal issue at a minority institution as it would be at Harvard. The differential is the disparity in the resources. It is going to be more severe at the institution that obviously gets the smallest gifts. It is not a nonissue.

The issue with respect to teachers in the instance of blacks and other minorities against the demographics, but also I think another very important fact is the fact that contemporary needs are in areas in which teachers have not been trained in significant amounts: math, science, English, the language arts, begs, I think at least conditionally, a crisis. If one desires to solve it, to try to relate this issue to some other discussions, I suggest to you that the community college—the 28 colleges is not a reasonable mechanism.

I equally suggest to you that asking Columbia University's School of Education, or whomever, is equally problematic. There is probably one and only one predominant institutional place in which you could attract and in substantial fashion train significant numbers of minority teachers that are desperately needed.

Back to the point about the globalness of the support. It is very important that it be global, using this specific example, because recall schools of education have not traditionally had the three most critical areas as part of their agenda, math, science and education. They must be developed. So even conferring the mandate on the HBC's and U's without providing the adequate resources, it clearly is not going to be successful. This is an example of an extreme need for a cadre of talent, that in my view, these institutions are ideally equipped to provide.

Mr. **Owens**. To end the questions, I have three questions, two of which I would like for you to just submit written comments later, and the third one you might want to comment orally. The first question is, in addition to doing all of the things that are expected of any institution of higher education, we have made the argument that the historically black college met special needs.

I would like to know what proposals do you have or what programs do we already have which meet the needs of—might meet the needs of some of the dropouts that we have? We have a crisis, large numbers of people who have dropped out of high school who have a tremendous intelligence capacity and can, if reached, be brought back in, and I wonder, for these late achievers, if there are any programs planned or any programs that exist already?

The other question relates to the fact that the Third World has large numbers of people who have some of the same kinds of problems that American blacks have experienced. You are strategically placed to help in the education of many of the students from these Third World countries. Indeed, the bill for sanctions against South Africa which is presently before the Senate, we hope will one day be voted out, includes a scholarship program for South African students. Probably that trend will increase in the future. Our country will wake up and find that as an element of its foreign policy, providing education to Third World students will be given—should be given and will be greater and greater attention and more and more funds.

Are you—do you presently have programs which address that, and what has your experience been, and do you plan to have a greater effort in that area in the future? Written comments on those, if you please.

The final one you might want to comment orally on, and that is the fact that the furor over teacher certification exams we cannot ignore and to point out that large numbers of graduates from black colleges are not able to pas those exams, and that has raised issues about the quality of graduates in general. What kind of data and evidence do you have, and what kind of arguments are there which deal with the question of the performance of graduates of black colleges? We have a witness who is going to discuss that to some degree later on, but I would like your comments on that overall problem.

Yes, sir.

Dr. THOMAS. Mr. Chairman, I can respond to that question generally. Beginning in 1986, all sophomores at Central State University will be required to take a proficiency examination in the language skills. If they don't pass that examination, they will have another opportunity during the junior year and during the senior year, but they will not graduate until they can talk and write.

We also do not disagree with teachers taking examinations. If students have to take them, teachers should have to take them; however, we do think that provisions should be made for making sure that those teachers have the opportunity to prepare to pass those examinations.

Finally, we are greatly opposed to implementing an examination process for a youngster in the 11th grade, that he or she should pass in the 12th grade. If we are serious about these proficiency examinations, then we should start with youngsters at kindergarten level and give them 12 years to develop and then see what their progress is.

Dr. ALBRIGHT. Mr. Chairman, you raise an interesting and good point, and I suppose that my comments will be brief and hopefully pertinent.

First, I think all of our historically black colleges have recognized the issues of quality and to that extent have developed programs not only like the senior thesis and proficiency examinations but a whole range of programs, including required developmental courses early in the academic career of our students to ensure that our students can pass through our institutions and indeed graduate with the same kind of skills as others.

I think perhaps the most eloquent testimony as to the quality of our graduates would be an examination of the marketplace, and if you would come to my institution or any of the institutions represented here, you would find that over the last several years, and not because of social consciousness, but because of a dramatic increase in the quality of our institutions, more and more corporations and other organizations are coming to recruit but, more importantly, to hire our graduates.

So we can provide for you, without question, data which will document that over the last several years, that the percentage and numbers of our students who are successfully graduating and entering the marketplace, not at entry level jobs, but at perhaps more significant jobs is perhaps more dramatic now that has ever occurred in historically black colleges.

The same thing can be true, can be said of our placement of students in medical schools and law schools. Our major concern right now is that we don't have enough, and I think Dr. Goodman spoke of that, and you may know that certainly some data has come out recently from ETS which suggests that there are fewer minority students enrolled in medical schools and law schools today that was the case in 1976.

Why that has to do with other opportunities for such students in the fields of business administration and computer science, but part of it simply has to do with the fact that our enrollments have been decreasing for a while, and now we are back in an upswing.

What I am going to urge you here is to consider how title III can help us with the kind of flexibility that we wanted to have to answer all of the questions that you have raised. Teacher education, attracting international students, developing quality programs, because we, unlike other institutions, face a terribly complex and burdensome mission, and that is we have to provide for the needs of the students that no other set of institutions in this society would take, students who come to us with inferior quality. We have to take them the way they are and spend 5 years and a great deal of resources to bring them to the point where they can leave our institutions with dignity and skills.

At the same time, because quality is so very important, we must compete with all other institutions, all 3,000 institutions across the country, for high-quality black students, merit scholars, students with 1,000 SAT scores and above. We now must take our own precious resources, as Dr. Thomas mentioned, and offer academic scholarships to bring them to our campuses so they can play that superior role.

The long and the short of it, members of this panel, is that I would urge you to simply look at the marketplace reality of what is happening to our graduates. I think you would be proud and pleased and probably surprised about the extent to which the marketplace weighs evidence of quality by hiring our graduates and by promoting them through the ranks of employment. [Applause.]

Mr. **Owens**. You will supply us with more data on the marketplace performance, won't you?

Dr. **Albright**. Absolutely. We will flood you with data.

Dr. **Blanton**. The State of Florida, I think, has more tests than any State in the United States. We have a test that a student must pass at the sophomore level. It is called the college level of academic skills test. He must pass that test before he can enter into the junior level or upper level, and that is where the majors enter into the teacher education program.

He must successfully pass that test, and there are four parts to it. If he cannot pass that, he is not allowed to enroll in upper level courses. We are experiencing the first year of that, and we are very pleased with what it will do for our graduates in all the areas.

We also have the teacher entrance examination that must be passed, and that is of a higher quality than the college level academic skills test.

I will send you something on your second question on Third World countries. I am experiencing difficulties when we work with Third World countries because we work with Middle East countries, and then we work with some of the poverty countries of Africa. They are all classified as Third World, and I think sometimes it is a misnomer because there are too many wide ranges of economic benefits in those two.

Mr. **Owens**. Thank you very much. Are there any further comments?

Dr. **Jenkins**. I guess I really want to say something about what you said, Mr. Chairman, regarding 2-year institutions, because I think we are speaking to a group today representing the 4-year institutions of which I am one of the presidents. I guess I feel that we ought to be giving very serious consideration to—I don't think it is enough to say that not enough people, especially blacks, are not graduating who attend community colleges. I think that we have got to find a way to develop better articulation compacts with 4-year institutions and 2-year institutions, so that more people can graduate, because where Atlanta has all of these institutions, you know, when you think about Chicago and you think about Los Angeles and you think about San Francisco and San Jose and so on, and all of these people will have their opportunities, and if they should all decide to come to the 4-year institutions, it would be several years before they could be accommodated.

I think we have got to think a lot about articulation compacts so that we as 4-year institutions take the responsibility for rescuing more of those people and bringing more of them to the graduation level.

Mr. **Owens**. I want to thank our panel of distinguished college presidents and before we move on to the next panel, I would like to acknowledge the fact that we have 15 college presidents present here today from historically black colleges. We certainly appreciate your presence. Thank you very much, gentlemen. [Applause.]

Before we go to the next panel, I would like to acknowledge the fact that Mayor Andrew Young, who was here earlier, had to leave before a proclamation arrived that he wanted to read. The proclamation is here now, and we would like to have Mayor Young's proclamation read by President Hugh Gloucester, president of Morehouse College.

STATEMENT OF HUGH GLOUCESTER, PRESIDENT OF MOREHOUSE COLLEGE ON BEHALF OF MAYOR ANDREW YOUNG

Mr. GLOUCESTER. Thank you very much, Congressman Owens. On behalf of the institutions in the Atlanta University Center and Morehouse College, of which I am president, we are delighted to welcome you here today. We are very glad to see an outstanding Morehouse man on the panel in Congressman Owens, and we have another outstanding Morehouse man in the person of Congressman George Crockett.

Before reading the proclamation, I would just like to say a few words about my involvement with title III and this problem. I think it should be remembered that we are here today because black Americans are disadvantaged. We are disadvantaged by two and a half centuries of slavery and a century of segregation. This disadvantage has resulted in underhousing, undernourishment, undereducation and underemployment, and when you are under in those four ways, you are really in trouble.

When title III was started in 1965, I was the dean of faculty at Hampton Institute where the first title III program was started. Title III was organized to give support to the black colleges and the black students who were having great problems at that time. We have made great headway as a result of title III support. We are profoundly disturbed to see that attacks are now being made on title III and efforts are being made to reduce title III support.

You have mentioned that there is a great increase in enrollement of black students in community colleges. This is true and part of the reason is that there has been a great reduction in Federal financial aid for black students in all colleges. Students not able to go to the 4-year colleges here in the Atlanta University Center and to other 4-year colleges are flocking into community colleges, and in many cases, are not able to get their college degrees.

Along with the refernce to the increase in black enrollment in the community colleges, I think we should point out that 40 percent of the black graduates of all American colleges come from the black colleges. This is very important, and we want to keep that percentage as high as it is.

We hope that this meeting today will bring new insights to the panel and will help them to understand the problems of black colleges.

I think that I could prove very easily that from Morehouse alone we have produced more black leaders than all the Ivy League colleges combined, and I think that many of the other black colleges could make the same claim. So, there must be some worth that is being developed in the black colleges, and I hope that our existence will be assured through the continuation and increase of title III support.

At this time on behalf of Mayor Andrew Young, I wish to read the following proclamation:

> On September 13, 1985, congressional hearings will be conducted at the Atlanta University Center on reauthorizing the Higher Education Act of 1965, including title III, which addresses the needs of historically black colleges and universities.
>
> Historically black colleges and universities in the United States have a tradition of developing academic excellence in spite of limited resources and support. These institutions can rightfully be proud of their long history of intellectual leadership and the education of men and women of distinguished achievement in every major career and profession.
>
> The graduates of historically black colleges and universities have made countless significant contributions to the growth and progress of the black community and to the entire Nation as well. On behalf of the people in Atlanta and in grateful tribute to these institutions and their officers, alumni, faculty, staff and students, I proclaim Friday, September 13, 1985, in our city as Historically Black Colleges and Universities Day. Andrew Young, Mayor.

Thank you very much.

Mr. OWENS. Again, we thank Mayor Young for his hospitality and recognition of our hearings.

We now have the final three witnesses: Dr. Jacqueline Fleming, author of "Blacks in College"; Dr. Margaret Simms, director of minorities and social policies at the Urban Institute, Washington, DC; and Mr. Ronald Jackson, the vice president of personnel at the Coca-Cola Company.

I will ask all three witnesses to take their seats at the same time.

Dr. Fleming, if you would please lead off.

Again, as I stated to the last panel, your written statements, if available, will be entered into the record.

We would appreciate if you could confine your oral remarks to about 10 minutes.

STATEMENT OF JACQUELINE FLEMING, AUTHOR

Dr. FLEMING. Members of the committee and the audience, I am grateful to have the opportunity to appear before you today to discuss the results of 7 years of research that I have conducted that is now reported in the book "Blacks in College." The reason that I am so glad to be able to talk about it is because the book has been able to show some of the remarkable things that black colleges do with lesser resources than many other schools, that the world does not seem to know about, and that the world really does not understand.

In 1976, when research for "Blacks in College" began, the question has been asked so many times whether black colleges should continue to exist that the Carnegie Corp. of New York was willing to spend $700,000 to settle the question. To try and get definitive concrete data that would inform policy decisions.

At the time that I began this research there, many authors had written that black colleges, because of their lesser resources, did an intellectual disservice to their students. That they wastefully duplicated the services of nearby white colleges, and that they maintained segregation rather than promoting integration.

Let me remind you that even though there were so many statements to this effect, there had never been a comparative study about how black students progress in both black and white colleges. No one really knew what the impact of black and white colleges were on black students.

Most of the previous studies had concentrated on studying the things of education, the endowments of universities, the number of library books, the number of Bunsen burners, but no one had ever bothered to do a study of what happened to students themselves. So, in 1976, I began a 7-year research project to try and find out what the unique contributions to black education were made by predominately black and predominately white institutions.

Today the study boasts of having intensive data, that is from 4 to 8 hours of testing on 3,000 college students, including 500 white students, in 15 different kinds of schools.

Eight of them were predominately white, and seven of them predominately black. They were in four different areas of the country, Georgia, Texas, Mississippi, and Ohio. The purpose, of course, was to determine the differential impact on what each kind of school did for black students.

While there is a considerable variation in all of the results and many, many findings that I could report to you from the 7-year investigation, I will just give you the bottomline.

The most consistent finding from the study was that predominately black schools produced greater intellectual development in their students that could be observed among black students attending predominately white institutions. Predominately white institutions were more—more often showed evidence of thwarting the intellectual development of blacks students than encouraging it. By intellectual development, I mean many aspects of function that impinge on intellectual competence and ability, such as subjective satisfaction with academic, life, positive attachment to faculty members, involvement in the major subject and in the career selection process, education aspirations, vocational aspirations, grade averages, cognitive growth, and even the ability to compete in predominately white work settings.

For students attending predominately black colleges, it seems that for black students attending college in general, it seems that there are two primary elements of education that are usually available to black students in the same place. Those are the things of education and the people they need in order to sustain the motivation and intellectual development.

This is because black students are unfortunately split up into two kinds of colleges. While white colleges provide them with the best facilities, such as endowments, libraries, laboratories, and well-credentialed teachers, black colleges provide them with the opposite set of ingredients. Not the best facilities but better than average opportunities for significant attachment to friends, to teachers and opportunities for significant attachment to friends, teachers, and an opportunity to participate in life of the campus.

Most people think that the things of education are the most important, but that does not seem to be the case at all. If you have to choose, it appears that people that you encounter in the education arena are the most important because it is from the people that you meet and the relationships that you establish that you get support and encouragement and the belief that you and intellectual development is really no more or less than the internalization of the belief that you can accomplish things, even if the wider society says that you cannot.

Contrary to myth, black students in white colleges perform below their tested ability levels. It appears to be true in a number of white schools including Harvard. An erosion of confidence begins to take place and a creeping sense of failure takes hold.

It always happens without black students really being fully aware of it, and certainly not able to articulate it by them, they are seniors. It is common, especially in Northern schools, for black students to think that they are doing better than they are in fact, and by the senior year in most white schools, black students have lost their zest for competition and particularly their zest for competition with whites.

The things of education, then are a necessary, but no sufficient condition for intellectual development. The bottom line is that black students, regardless of ability, perform below that ability when they are unable to establish meaningful relationships with those who teach them.

Indeed, black students on white campuses feel abandoned by white colleges and alienated from campus life. The crisis in social adjustment faced by black students in white colleges is known to educators who feel that it precipitates dropping out or continuing with sufficient encouragement.

Social connectedness is an aspect of college that black students are obviously willing to sacrifice in order to attend better equipped white colleges that enjoy greater prestige. Yet this sacrifice entails substantial cost to intellectual broadening.

So, while black colleges are often short on things of education, they are long on the people on black college campuses that create an environment that permits intellectual growth. Let me say that by intellectual growth, I mean the change in intellectual development that can be observed in concrete measures from freshman to senior year.

This means that while students in black colleges may start at point A, they progress to point B, and while many of the black students who attend while colleges many start at point B, my study shows very little evidence that many of them get much further than point B. At least on many, many measures of intellectual development.

Education benefits then accrue to black students who attend predominately black colleges, especially if they are in them of their own volition. On this evidence, the policy implication that follows is that black colleges ought to exist as long as black students choose to attend them.

Who can deny the value of the black college option if it constitutes a stepping stone from one level to another and provides the tools necessary for students to function in the larger society. For those who understand and are ready to meet this wider challenge at an earlier age, the right to compete for a best place in predominately white institutions is uncontested.

As far as we have come in our understanding of the contributions of black colleges to black education, there is still no way of knowing how much these schools might accomplish if they had the resources of predominately white schools in this country.

It should be clear that the choices of black colleges with lesser facilities than other colleges and universities is really no choice at all for black students and that with the unique resources of a potentially facilitative education climate, that black colleges seem to be able to accomplish more than they have been given credit for doing. In important respects, it appears that they are able to overcome the dual handicap of poor facilities and insufficient funds to pay the best teachers. If black colleges demand a chance to show what they could deliver with equal resources, then the prospects for black education could be considerably brighter.

Let me add a personal note before I end. I have never attended a predominately black school. I have always been to predominately white schools my entire life, and I went to fine predominately white colleges, Barnard College and Harvard University, and had no complaints about that educational experience and certainly thought that I did quite well in them and it was a very happy experience for me.

In electing to do this research for "Blacks in College," I expected to find more students with experiences like mine who attended predominately white colleges.

To my surprise, I did not find that that was the case. I found that students who exhibited happy adjustments to their college environments attended predominately black schools, and at some point in the process of doing this research and trying to write it up, the painful realization occurred to me that although I had not had complaints about attending predominately white shcools, there was a great deal that I had missed.

A great deal that I had never been led to expect from a college education. It took a long time to get over that pain and to get over the feeling that I had been cheated of all that black students are entitled to when they attend college.

They are entitled to good facilities that additional funds could provide and they are also entitled to a right to make friends, to have a large network of people who talk to them and interact with them and encourage them.

They have a right to teachers who spur them on; they have a right to feel a sense of belonging to the campus environment of which they are a part of and the right to make contributions to it.

If we can insure that black colleges get the funds that they need, then black students would have a shot at getting the best of both parts of the educational experience.

[The prepared statement of Jacqueline Fleming follows:]

PREPARED STATEMENT OF JACQUELINE FLEMING, PH.D.

I. INTRODUCTION

In 1976 when the research for Blacks in College began, the question had been asked too many times whether black colleges should continue to exist. According to some of the prevailing opinion, the inadequate resources of black colleges result in a series of intellectual disservices to their students. Black colleges presumably duplicate the services of nearby white institutions, and they serve to maintain segregation rather than promoting integration. At the same time, these authors note that the majority of black students are already enrolled in white colleges and in spite of social isolation, are making a satisfactory adjustment. White schools, by virtue of their facilities, are assumed to be better able to take on the intellectual responsibility for black education, and in white schools, black students should learn to function in an integrated world.

The lack of hard, comparative data to inform policy decisions in this area inspired the Carnegie Corporation to fund a major study of the impact of predominantly black and predominantly white college environments on the functioning of black students. Carnegie Corporation was willing to spend $700,000.00 on such a project because no one knew how black students progressed in black and white colleges. There had never been a comparative study of students themselves. Thus, the assumptions about black colleges were no more than that—assumptions.

II. HOW THE STUDY WAS DONE

At the time the study was funded, no one had any idea of the size and scope that the study would finally attain. The project boasts intensive data (that is, from 4 to 8 hours of testing) on over 3,000 college students, including 500 white students, in 15 different kinds of schools (8 predominantly white and 7 predominantly black) in four different regions of the country (Georgia, Texas, Mississippi and Ohio). The purpose of the study was to determine the differential impact of black and white colleges on black students, and to learn something about the patterns of adjustment among black students that can be observed in varying kinds of institutions.

In order to do this, cross sections of freshmen and seniors were compared such that the freshman-senior differences define the impact of college. A large number of instruments was used to assess general functioning, including self report questionnaires, personal interviews, projective personality tests, transcripts, measures of cognitive growth that actually tap the cognitive process, and even an experimental investigation of competitive performance. In the whole study, there were some 1,000 variables which is unorthodox in psychological research. But in this way, none of the conclusions hang on a single finding, and the large number of significant results creates a general pattern of development. It is well known black students in black schools come from lower social class backgrounds and have lower aptitude test scores than those from white schools. But we wanted the results to reflect differences in development above and beyond these background factors. So, tedious statistical methods of controlling these factors were employed. Thus, the differences found are true of the general populations and hold even after controls for social class and aptitude are instituted.

The results provide a rich and varied picture of what can happen to black students in the college years. Each school does something unique and each region of the country offers its own distinct style of development. I will not try to describe the many, many findings of study, but only present the bottom line.

III. INTELLECTUAL DEVELOPMENT IN BLACK COLLEGES

While there is a variation in all of the results, the most consistent set of findings is that black schools promote more positive intellectual development among black students than do white schools. At the same time, white schools tend to thwart, rather than encourage, intellectual development among black students. Black students in black schools show the same kind of positive development as do white students in white schools. By intellectual growth, we mean many aspects of functioning that impinge on intellectual competence and ability, such as subjective satisfaction with academic life, positive attachment to faculty members, involvement in the major subject and in the career selection process, educational aspirations, vocational aspirations, grade averages, cognitive growth, and the ability to compete in black and white work settings.

In this last experimental investigation, we found that matriculation in black schools enhances the ability to compete, while matriculation in white schools actually produces some decline in experimental competitive performance. Oddly enough, the most improvement in black schools from freshman to senior year occurs in the ability to compete in white environments (i.e. integrated work settings), while in white schools the most decline occurs in white work environments!

Thus, in answer to the question should black colleges exist, the results from this study indicate that the inadequate resources of black schools do not prevent them from producing important intellectual gains, and that black schools do not simply duplicate the services of white schools but provide an alternative environment that supports and encourages positive development. Rather than maintaining segregation, black colleges actually impart skills that allow black students to function more effectively in integrated settings. While most black students may be in white schools, their adjustment is, on the average, far from satisfactory, and the issue is not so much isolation as it is feelings of alienation that derive from being in a nonsupportive and hostile environment. Despite the better resources of white schools, they show no sterling ability to promote good intellectual growth among black students. Indeed, the noble intellectual goals of white institutions are, for the most part, not realized for black students. It is hard to imagine that the circumstances for the average black student in white schools would impart the kind of learning that would equip them to function optimally in integrated society. It would seem that good intellectual skills constitute the most effective coping mechanisms for functioning in modern society, apart from where they are learned. Indeed, the results show that greater gains in these skills are made in black schools.

Our findings that black colleges have the capacity to positively influence cognitive development certainly argue for their continued existence. There are many reports of vastly poorer educational resources at black institutions. Clearly, these assessments are correct in evaluating the relative standing of black colleges on any number of objective grounds. The findings of this study do not alter the objective realities of black college resources. They only suggest that their deleterious impact on intellectual development is overestimated and that the significance of opportunities for academic progress, social participation, and interpersonal belonging is underestimated. We can be sure that the poor resources of black colleges must set some limits on how much they can do for black students. Nevertheless, our understanding of these limits has so far been inaccurate.

IV. THE FACILITATIVE ENVIRONMENT AT BLACK COLLEGES

Despite their poorer resources, black colleges still possess the capacity to permit the expression of natural adolescent motivations for cognitive growth. This appears to be so because the black college environment offers a student a wider network of supportive relationships. According to developmental theorists such as Loevinger, supportive interpersonal relationships are not only desirable but necessary for development during the college years. This study confirms that, on the average, the presence of a supportive community may well be a sine qua non for development, while an alienating atmosphere limits possibilities for growth. The critical essence of a supportive community is not easy to define in precise terms. In all probability, it does not mean a place where everyone loves and accepts one another. Indeed, in the black colleges, there are numerous indications of racial struggles, interpersonal clashes, unfairness, and favoritism. A supportive community may well provide a variety of experiences, both good and bad, friendly and hostile; it may challenge at the same time that it provides some measure of security.

This investigation can pinpoint three aspects of supportive community. Perhaps most important, the individual must have many opportunities for friendships should not be confined to one's peers but should include teachers, staff members, and professional counselors. It would appear that a friendship network composed not only of peers but also of role models is essential. Informal relationships with role models, relationships that continue outside the classroom setting, are an important source of support. The interviews in tell us that it is important not only to know many people but to have enough people with whom to talk, especially in times of stress. The mere opportunity to talk to people about out troubles constitutes a buffer against the impact of trauma, particularly against interpersonal trauma. This kind of support is reminiscent of Freud's cathartic "talking cure." It does seem that to a great extent the troubles of adolescence can be talked away. The absence of opportunities to turn to friends in times of need can create a dangerous vulnerability to stress, the kind of vulnerability so apparent among black students in predominantly white colleges.

Secondly, students must have the opportunity to participate in the life of the campus. They must feel some connection to current goings-on. In other words, there must be opportunities to satisfy adolescent needs to participate, to be seen, and to be recognized. Black colleges afford more opportunities for black students to assume leadership roles in extracurricular activities, thereby providing them with a rehearsal for the roles they are expected to assume in society. This kind of experience offers some of the informal learning that is an essential part of the educational process. From the experimental evidence black students' power motives are more likely to be aroused and expressed in black work settings. This means that they are satisfying their desire to have an impact on others and attain the esteem that comes from being recognized. On predominantly white campuses, black students' power needs are more likely to be frustrated. This is because they feel abandoned by the institution, rebuffed by fellow students, and inhibited from taking part in any but all-black organizational activities. This state of affairs creates feelings of invisibility.

Third, students must have the opportunity to feel some sense of progress and success in their academic pursuits. Feelings of success are an aspect of an affirmed identity, so that a sense of failure becomes a disconnecting experience that places the search for identity in jeopardy. The perceived inability to make progress undercuts the esteem that comes from doing something well. On predominantly black campuses, black student successes are more likely to gain the attention of faculty. Students are more likely to acquire the help they need in overcoming those achievement-related deficiencies that are brought to the college setting. Conversely, on white college campuses, black students' feelings of progress are thwarted. These students feel that instructors are not interested in them, do not give encouragement, and use unfair grading practices. By the senior year, many black students are suffering from feelings of failure and lack of academic motivation. While it is not possible for all students to receive A's or the highest academic honors, it should be possible for all students to feel some sense of improvement throughout their academic careers.

To the extent that an individual can achieve feelings of progress, gain a sense of recognition, and know that there are people who will provide an attentive ear, the ingredients of social connectedness are present within black college settings. As a consequence, these settings promote intellectual development among black students. It is probably no accident that these three ingredients parallel the achievement, power, and affiliative incentives that are the basis of motivational theory. The ingredients we pinpoint also parallel humanistic theory's security and esteem needs, which act as the prime motivators for human endeavors.

For black college students the two primary elements of education are usually unavailable in the same place—the things they need, and people they need. This is because black students are split up into two kinds of colleges—black colleges and white colleges. White colleges provide them with the best facilities, such as endowments, libraries, laboratories and well-credentialed teachers. But white colleges also deny black students a warm reception by either student peers or teachers. Black colleges provide them with the opposite set of ingredients—poorer than average facilities, and better than average opportunities for significant attachments to friends and teachers. Which do you think are the most important for intellectual development—things or people?

If you guessed that things are more important, you are wrong. Black students in white colleges get the best objective resources available. Yet they often fail to show improvements in intellectual development over the four years of college. In some cases, intellectual deterioration is evident in the senior year, despite the facilities at their disposal.

Contrary to myth, black students in white colleges perform below their tested ability levels. This appears to be true at a number of white schools, including Harvard. An erosion of confidence begins to take place and a creeping sense of failure takes hold. All this may happen without the black student being fully aware of it. It is common, especially in northern schools, for black students to think they are doing better than they are in fact. By the senior year, many black students have lost some of their zest for competition, especially competition with whites.

The things of education, then are a necessary, but not sufficient condition for intellectual development. The bottom line is that black students, regardless of ability, perform below that ability when they are unable to establish meaningful relationships with those who teach them. Indeed, black students feel abandoned by white colleges and alienated from campus life. They feel frustrated by teachers who ignore them and by peers who rebuff them. They then withdraw from the wider campus activities that would promote learning, allowing social disenfranchisement to affect their performance. The crisis in social adjustment faced by black students on white campuses is known to black educators and researchers who feel it precipitates dropping out or continuing without sufficient inspiration. Social connectedness is an aspect of college that black students are obviously willing to sacrifice in order to attend better-equipped white colleges that enjoy greater prestige. Yet this sacrifice entails substantial cost to intellectual broadening.

Though short on things, black colleges are long on people. Contact with receptive people appears to be far more important to learning than it is given credit for. The people on black campuses, perfect or not, create an environment that permits growth, despite lesser college facilities. Black colleges are twice as likely to produce improvements in academic performance and cognitive skills and these improvements are of greater magnitude at white colleges. Black students often go to black schools with educational disadvantages, but can, at least, count on leaving better off.

V. IMPACT OF BLACK VERSUS WHITE COLLEGES ON BLACK MEN AND WOMEN

Males in black schools exhibit the happiest adjustment to college life that can be found. Despite some ambivalence surrounding their interractions with teachers, their experience is more strongly characterized by absorption with role models, greater satisfaction with and positive outcomes from the educational experience and gains in assertiveness of self-expression and in dealing with others.

The development of females in black schools is most notable for the strong improvement in academic functioning associated with subjective gains in intellectual self-confidence.

The profile for black males in white schools is perhaps the most grim. The distressing feature of this profile is that men, initially competitive and career oriented, undergo excessively frustrating experiences that thwart virtually every evidence of academic drive. To be sure, there are gains in educational aspirations, but these gains occur in the context of falling grades in the critical major subject, diminishing feelings of intellectual ability, declining social adjustment, and losses in perceived energy level suggestive of emotional strain. These students become less concerned with academic failure and institutional abandonment; they turn their attentions to extracurricular activities that provide tension release. The fact that few statistical effects can be found for these males creates a sense that they become lost in the data—a phenomenon symbolic of their psychological withdrawal.

The picture for black females in white schools, while not quite as grim, suggests an even more painful process of adaptation. Aroused feelings of failure are evident by the senior year, along with an overwhelming sense of painful frustration in every domain of experience. Their plight is further exacerbated by feelings of academic stress and institutional abandonment. Women who are initially noncompetitive and nonassertive show little academic improvement but are able to effect gains in coping skills, working under pressure, role modeling, assertiveness, and career orientation. They develop a facility for surviving, however unhappily. For them, a relatively male-free environment has positive consequences for career development. Thus, any perpetuation of a matriarchate can be observed only in white college environments, supporting the familiar observation that racism has a greater impact on black males. The general conclusions of better intellectual gains in black schools are still valid, but the added dimension of sex differences allows a better understanding of potent sexist and racist influences that are clearly operative.

VI. INDIVIDUAL DIFFERENCES AND GROWTH AT BLACK AND WHITE COLLEGES

Finally, we attempted one last way of looking at the data. Instead of comparing groups of students, we analyzed the relationship between the motivational characteristics and the college development of individual subjects. We take this approach to assure ourselves of deriving more than understanding of average differences. This kind of analysis allows us a more internal look within the college environment. This approach allows us to probe beyond average differences and to consider the question "Who benefits most from each college environment?" We observe the range of behaviors associated with need for achievement, fear of failure, and fear of success. Responses from the 61 men at predominantly black Clark College and the 43 men from predominantly white "Traditionally University" are analyzed, with correlates corrected for differences in social class and aptitude. These liberal arts colleges are coed, have similar institutional climates, and have large enough male subject pools to permit meaningful correlational analysis.

The need to achieve, to do things well, usually predicts successful competition against standards of excellence, with a future-oriented entrepreneurial style. Of the two populations, Clark students show more achievement-oriented behavior, including better performance on four of six academic measures, higher educational aspirations, and higher vocational aspirations. They are, however, more dissatisfied with campus racial tensions.

Students with a fear of failure usually avoid competitive activities. However, at Clark, such individuals look more like their achievement-oriented counterparts displaying better academic performance (on four of six measures), ambition, and leadership orientation, as well as frustration with racial pressures. This wholly unexpected set of findings indicates that, in a supportive environment that reduces rather than arouses achievement anxieties, even insecure individuals can show good progress.

Fear of success is an almost nonintuitive dilemma surrounding the unconscious expectation of negative consequences of success; it is theoretically associated with desires for success coupled with an inability to actualize these desires. This avoidance motivation is virtually inactive at Clark. The few results found indicate less defensiveness surrounding prestigious male-dominated occupations. Thus, the Clark College environment not only permits the satisfaction of achievement drives; it also encourages the development of those men who suffer from potentially self-defeating achievement conflicts.

In contrast, at "Traditional University," need for achievement accounts for very few findings, while the avoidance motives predicts more aspects of the college experience. At this institution, the achievement motive is associated with feelings of fatigue that suggest frustation. An aroused fear of failure is indicated by a number of significant correlations, indicating a withdrawal from participation in academics, lack of ambition, and sex-role traditionally. Correlates of the motive to avoid success suggest a heightened activity level (that is, extroversion) that fails to bring constructive gains. Thus, the "Traditional University" environment acts to discourage positive achievement behaviors and at the same time arouses the most nonproductive achievement anxieties. From this subinvestigation, one can only conclude that everyone stands to gain something from a black college environment such as Clark, even if men motivated by strong needs for achievement benefit most. In a white environment such as that of "Traditional University," aroused feelings of insecurity and frustration limit the achievement potential of all concerned.

Having examined the data provided by almost 3,000 students from a number of perspectives, using several statistical tools, we can identify academic/intellectual development as the domain of experience in which students in black and white college environments differ most sharply.

VII. A BLOW TO INTEGRATION

Perhaps one of the most troubling issues surrounding the findings for black colleges is that they may seem to argue in favor of segregation at a time when the concept is contrary to our nobler ideals. Rather than acting to maintain segregation, black colleges appear to effectively impart the orientation and skills that allow black students to function well in the larger society: aspiration, confidence, motivation, and the ability to enjoy competition in the integrated world. Good intellectual skills would seem to constitute the most effective coping mechanisms for the modern world. For black students, our concern should be not where intellectual skills are gained but whether they are gained. If we allow black colleges to serve as a stepping-stone for those who wish to become part of the larger society, these institutions might become a stronger aid to integration than ever imagined.

Black colleges provide the closest approximation to racially balanced educational institutions that can be found. Indeed, research findings uncovered tension-fraught dealings with whites on black campuses; these findings remind us that the faculty and staff of many black schools are well integrated. However, at black colleges, race-related tensions occur in the context of (and may actually be related to) positive developmental outcomes. Because black schools offer something closer to racially balanced teaching environments, they may allow students to adjust more gradually to the realities of integrated settings. This may be especially true for students hailing from segregated secondary schools. Instead of being overwhelmed by frustration, these students develop appropriate coping mechanisms in preparation for more difficult challenges. This line of reasoning certainly fits the findings of enhanced competitive performance by black college students in white work settings. It would seem that if the positive factors found to be operative for women in women's colleges also apply to black colleges, the presence of black and white role models provides a balance lacking in many institutions.

VIII. RECOMMENDATIONS

The question of importance is not whether black colleges are to continue to be, and not whether black students should go to white colleges, but how to maintain viable options for the vast number of students with a multitude of needs. Where black students go to college will continue to be a matter of individual choice, dictated by family, finance, geography, educational readiness, and personal preferences. We hope that prospective black students will become more aware of what college environments have in store for them, so that they can muster whatever resources are necessary for a successful tenure. The task for public policy is to insure the best educational options that we as a society can provide.

Educational benefits accrue to black students in predominantly black environments, especially if they are them of their own volition. On this evidence, the policy implication that follows is that black colleges ought to exist as long as black students choose to attend them. For black students, the significance of the 1954 victory is not only the right to enter white schools but also the right to choose which educational environment is best for a given individual. Who can deny the value of a black college option if it constitutes a stepping-stone from one level to another and provides the tools necessary to function in a wider, integrated world that holds the next set of choices to be made? For those who understand and are ready to meet this wider challenge at an earlier age, the right to compete for a place in the best of predominantly white colleges is uncontested.

As far as we have come in understanding the contributions of black colleges to black education, there is still no way of knowing how much these schools might accomplish with the educational resources most white schools possess. It must be clear that the choice of a black college with facilities scorned by the world is no choice at all. With the unique resource of a potentially facilitative educational climate, black colleges seem able to accomplish far more than they have been given credit for doing. In important respects, it appears that they are able to overcome the dual handicap of poor facilities and insufficient funds to pay the best teachers. Yet we gain this perspective only after careful observation of the failings of predominantly white schools in the realm of black higher education. If black colleges do not become content to surpass comparable white schools, they might demand a chance to show what they could deliver with equal resources. For, at this time, black students are still faced with an unhappy compromise between superior educational resources at white schools and the best chance for social participation at black institutions. Their potential for intellectual growth at a black college notwithstanding, why is it that they cannot have both, all in the same college?

Mr. OWENS. Dr. Margaret Simms.

STATEMENT OF DR. MARGARET SIMMS, DIRECTOR OF MINORITIES AND SOCIAL POLICIES, THE URBAN INSTITUTE

Dr. SIMMS. Mr. Chairman, I appreciate the opportunity to address you today, particularly in a setting that is familiar to me. As a former member of the faculty at Atlanta University I feel that I can testify to the value of the historically black colleges and universities not only based on statistics which indicate the economic and cultural value of these institutions, but based on personal experience with students and staff members.

While the Institutional Aid Act of 1985 is not designed to provide assistance solely to black colleges, these institutions have a common background and historic purpose that allows comparisions to be made with other institutions. Moreover, the recent decline in college enrollment among blacks causes additional concern.

The educational and economic attainment of the minority population in the United States has been a matter of some concern to the Federal Government over the past 20 years and it should continue to be a matter of concern. For example, while blacks currently constitute 10.8 percent of the working-age population, in 20 years they will constitute 13 percent of those in the prime working years.

As the proportion of the populatin over the age of 65 increases the need for productive workers under the age of 65 will grow. The higher their income the greater their potential contribution to social support systems for the elderly and for children.

And, of course, the greater the employability of of blacks the less likely they are to be on public funds themselves.

While college enrollment among minorities has increased over the past 20 years, partly as a result of Federal grant programs and affirmative action activities, as well as a larger pool of high school graduates, there are indications that the college enrollment rates are leveling off and even declining among some minority groups, notably among blacks.

Edcuation has long been viewed as a means of upward mobility in American society. For over a century American blacks have embraced this view, making economic and other sacrifices to obtain an education for themselves and for members of their families.

This decision is a rational one even if viewed strictly from an economic standpoint. While it is still true that blacks, on average, do not earn as much for each level of education as their white counterparts, it is true that they fare better the more education they have.

In other words, given that one is black, one is better off with more education rather than less. In fact, over much of the decade of the 1970's the rate of return to a college education for blacks increased while that for white males dropped.

According to census data, black males aged 25 to 34, with 4 years of college, had mean earnings in 1979 that was 30 percent higher than those of black males with no education beyond high school. The racial earnings gap is also smaller for college graduates.

They earn 81 percent of the the earnings of white males versus 75 percent for those black high school graduates. For black females, 4 years of college increased annual mean earnings by 40 percent.

Clearly, the ability to pay for a college education is much lower for blacks than for whites due to the lower family income of blacks. With their much lower incomes, black families must devote their economic resurces to providing the basic necessities for their families.

In my written statement I have shown by using representative Bureau of Labor Statistics budgets how little discretionary income black families have.

To take one example, with the low budget of 503—5,000—excuse me, $15,323 in 1981, indications are that there was only $644 in discretionary income available, including education and other activities.

Now, this exceeded the incomes of 55 percent of all blacks in—of all black families in that year. Overtime discretionary income has been dropping as a result of rising taxes and increased consumption costs.

Even post-1981 tax cuts have not improved the situation for low- and moderate-income blacks since lower income tax rates have been offset by increased Social Security taxes and erosion of other income tax credits.

Prototypical budgets do not tell us how families actually spend on various items but what they have to sacrifice in order to provide for education. It is evidenced that blacks are making significant sacrifices to obtain education services for themselves and member of their family.

Ninteen percent of blacks in the 18-to-24-year-old population are in postsecondary institutions, up for 10.3 percent in 1965. This is in contrast to 26 percent of the white 18-to-24-year olds, a percentage that has held constant over the same time period.

Blacks from low-income families are more likely to attend college than are whites from low-income families. Given the much lower incomes of blacks, this clearly has to be the case for enrollment rates to be as close as they are.

To take one example, in 1976, only 8 percent of the white families with incomes under $10,000 had at least one family member in college, but 38 percent of black families with incomes of below $40,000 had at least one family member in college.

The historically black colleges have played an important role in educating blacks. When segregation was both legal and widespread, the vast majority of blacks who received a college education when to these schools. Even today when only about 20 percent of all blacks enrolled in college attend historically black colleges and universities, these schools award almost 40 percent of the bachelor's degrees, over 25 percent of all masters degrees, and 30 percent of all first professional degrees conferred on blacks.

The fact that these institutions award such a large proportion of degrees going to blacks is related to two things. The large proportion of blacks in white institutions who are in 2-year institutions, in fact, over 50 percent of blacks in white institutions are in those 2-year institutions, and the higher attrition rates among blacks in white 4-year institutions.

While it cannot be proven that the experience a black student has in historically black college or university is better for society, per se, it does seem to be comparable in many respects to that received in white institutions and given the high degree award rate, society would seem to be a major beneficiary from the continued existence of these schools.

A recent study of graduates of these institutions found that they were comparable to graduates of other 4-year institutions in a number of respects. They were similar in terms of majors, evaluations of their academic experience, and their aspirations for postgraduate study.

They were just as likely to be employed after graduation and had roughly comparable salaries. The graduates of historically black institutions were more likely than blacks in predominately white institutions to say that the institutions helped them obtain their first job and that they were satisfied with the job that they took,

These students were also more likely to receive their college degree within 5 years of high school graduation than blacks in white institutions and they were just as likely to be engaged in full-time graduate study.

Given the contributions that these institutions make to black higher educational opportunity it would be socially useful to provide Federal assistance to stabilize and improve these institutions. Historically black colleges have suffered tremendous economic strain over the past decade and alternative sources of revenue are necessary in order for them to maintain their viability.

Increasing student tuition does not appear to be a fruitful approach given the low incomes of black families.

Likewise reducing expenditures at historically black colleges and universities is not a policy option that is consistent with the pursuit of educational quality.

Expenditures per student are lower in HBC's than they are in other 4-year institutions and there seems to be little constructive room for reduction. The largest single expenditure item is salaries, and reductions in this area will make it difficult to recruit and retain faculty.

Already there are indications that financial strain, at least among the private HBC's, has led to a relative deterioration in faculty salaries. Faculty salaries at United Negro College Fund institutions which represent 72 percent of the private historically black institutions increased faculty salaries from 77 percent of those of private liberal arts colleges in 1972-73, to 85 percent in 1981-82.

As we heard in Dr. Albright's testimony those relative salaries have deteriorated to approximately the ratio that existed in 1972-73.

Federal support for historically black institutions can be increased substantially without large overall funding increases only if aid is well targeted. Increases in student financial aid, while having merit on its own, would require much larger levels of funding to provide the same amount of financial assistance to historical black colleges and universities.

The provisions proposed in title III would stop the erosion in Federal aid to minority institutions that has been taking place and strengthen their ability to provide quality education to black students who might not otherwise have the opportunity to recieve a college education.

With that college education they can make a more significant contribution to American society. Thank you.

[The prepared statement of Margaret Simms follows:]

PREPARED STATEMENT OF MARGARET C. SIMMS, DIRECTOR OF THE MINORITIES AND SOCIAL POLICY PROGRAM AT THE URBAN INSTITUTE

Mr Chairman and members of the committee, I appreciate the opportunity to address you today, particularly in a setting that is familar to me. As a former member of the faculty at Atlanta University I feel that I can testify to the value of the historically black colleges not only based on statistics which indicate the economic and cultural value of these institutions, but based on personal experiences with students and staff members. While the Institutional Aid Act of 1985 is not designed to provide assistance solely to black colleges, these institutions have a common background and historic purpose that allows comparisons to be made with other institutions. Moreover, the recent decline in college enrollment among blacks raises additional cause for concern.[1]

The educational and economic attainment of the minority population in the United States has been a matter of some concern to the federal government over the past twenty years and it should continue to be a concern in the future. For example, while blacks currently constitute 10.8 percent of the working age population (ages 25-64), in twenty years they will constitute 13.0 percent of those in the prime working years. As the proportion of the population over the age of 65 increases the need for productive workers under the age of 65 will grow. The higher their income the greater their potential contribution to social support systems for the elderly and children. And, of course, the greater their employability the less likely they are to be dependent on public funds themselves.

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[1] Some statistics for this testimony are taken from Margaret C. Simms, "Black Family Income and the Cost of a College Education", a paper prepared for the United Negro College Fund, January 1984 and Margaret C. Simms, "Minority Women in Higher Education" forthcoming in a book by the Task Force on Women in Higher Education (Russell Sage Foundation)

While college enrollment among minorities has increased over the past twenty years, partially as a result of federal grant programs and affirmative action activities—as well as a larger pool of high school graduates, there are indications that the college enrollment rates are leveling off and even declining among some minority groups, notably among blacks. [See Table 1]

Education has long been viewed as a means of upward mobility in American society. For over a century American blacks have embraced this view, making economic (and other) sacrifices to obtain an education for themselves and for members of their families.

This decision is a rational one even if viewed strictly from an economic standpoint. While it is still true that blacks, on average, do not earn as much for each level of education as their white counterparts, it is true that they fare better the more eduction they have. In other words, given that one is black, one is better off with more education rather than less. In fact, over much of the decade of the 1970s the rate of return to a college education for blacks increased while that for white males dropped.

According to Census data, black males aged 25–34, with four years of college, had mean earnings in 1979 that were 30 percent higher than those of black males who had no education beyond high school. The racial earnings gap is also smaller for college graduates. (81 percent of the earnings of white males versus 75 percent for high school graduates) For black females, four years of college increased annual mean earnings by 40 percent.

Clearly the ability to pay for a college education is much lower for blacks than for whites due to the lower family income of blacks. (The median family income of blacks is only 55 percent of the median for white families.)

TABLE 1.—TOTAL FALL ENROLLMENT IN INSTITUTIONS OF HIGHER EDUCATION, BY RACIAL/ETHNIC CATEGORY AND SEX—1978, 1980, AND 1982

[In thousands]

	1978	1980	1982	Percent change 1978–80	Percent change 1980–82
Total					
Total	11,230	12,088	12,388	7.64	2.48
Men	5,621	5,869	5,999	4.41	2.22
Women	5,609	6,219	6,389	10.87	2.73
White	9,194	9,831	9,997	6.93	1.68
Men	4,613	4,772	4,830	3.45	1.23
Women	4,581	5,059	5,167	10.43	2.12
Black	1,054	1,106	1,101	4.93	−.45
Men	453	463	458	2.21	−1.22
Women	601	643	644	6.99	.11
Hispanic	417	472	519	13.19	10.08
Men	212	232	252	9.43	8.71
Women	205	240	267	17.07	11.41
Asian	235	286	351	21.70	22.55
Men	126	151	189	19.84	24.94
Women	109	135	162	23.85	19.88
American Indians	78	86	88	10.26	2.22
Men	37	39	40	5.41	2.36
Women	41	47	48	14.63	2.10
Nonresident alien	253	306	331	20.95	8.34
Men	180	211	230	17.22	8.93
Women	73	94	101	28.77	7.03

Source: U.S. Department of Education, "Digest of Educational Statistics: 1984" and Betty M. Vetter and Eleanor L. Babco, "Professional Women and Minorities" 5th edition (Washington, DC: Scientific Manpower Commission, 1984).

With their much lower incomes, black families must devote their economic resources to providing the basic necessities for their families. I have used representative Bureau of Labor Statistics budgets for an urban family of four to get some idea of the discretionary income available to blacks.[2] The figures show that in 1981, a low budget of $15,323—an amount that exceeded the incomes of 55 percent of all black families that year—allowed only $644 for all discretionary consumption, including education. The intermediate budget of $25,407 (which exceeded the 1981 incomes of 77 percent of black families) allowed $1,196 for discretionary consumption. [See Table 2] As a percent of income, discretionary income has dropped since 1977, as a result of rising taxes and increased consumption costs. Even post-1981 tax cuts have not improved the situation for low and moderate income blacks since lower income tax rates have been offset by increased Social Security taxes and erosion of other income tax credits.[3]

TABLE 2.—BUREAU OF LABOR STATISTICS LOWER AND INTERMEDIATE BUDGETS FOR AN URBAN FAMILY, 1981

	Lower budget	Intermediate budget
Total budget	$15,323	$25,407
Basic family consumption [1]	11,425	17,044
Other family consumption (including education)	644	1,196
Other items [2]	621	1,021
SSI and disability taxes	1,036	1,703
Personal income taxes	1,596	4,443

[1] Includes food, housing, transportation, clothing, personal, and medical care.

[2] Allowance for gifts, contributions, life insurance, and occupational expenses.

Source: Bureau of Labor Statistics, "Autumn 1981 Urban Family Budgets," April 16, 1982.

Prototypical budgets do not tell us how families actually spend their money, but rather the amount of money necessary to maintain a certain living standard. However, it does indicate what would have to be sacrificed in order to provide funds for college. And, indeed, evidence seems to indicate that blacks are making significant sacrifices to obtain education services for themselves and members of their family.[4] Nineteen percent of blacks in the 18- to 24-year-old population are in postsecondary institutions, up from 10.3 percent in 1965. This is in contrast to 26 percent of the white 18- to 24-year-olds, a percentage that has held constant over the same time period.

Blacks from low-income families are more likely to attend college than are whites from low-income families. Given the much lower incomes of blacks, this clearly has to be the case for the enrollment rate of blacks to be as close as it is to that of whites. Still, the numbers are impressive. In 1976 only 8 percent of the white families with incomes under $10,000 had at least one family member in college but 38 percent of black families with incomes below $10,000 had at least one family member in college (median income for blacks in 1976 was $9,242, that for whites was $15,537).

Taking recent data from the College Board, it is possible to compare the income distributions for students taking the College Board ATP who were prospective applicants to United Negro College Fund colleges with those applying to all schools. The data show that applicants for UNCF schools, 93 percent of whom were black, came from families with a median income of $13,700 compared to $26,800 for students nationally. Moreover, 16.8 percent were from families with incomes of less than $6,000 compared to 3.7 percent for all students taking the College Board exams. In fact, the income distribution of black students applying to UNCF schools is very close to the income distribution for all black families, indicating that the likelihood of applying to college is equal among blacks of all income groups. For students as a whole, the likelihood of college attendance is much higher among those in higher income groups than those in lower income groups.

The historically black colleges (HBCs) have played an important role in educating blacks. When segregation was both legal and widespread, the vast majority of blacks who received a college education went to these schools. Even today when only about

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[2] Bureau of Labor Statistics, "Autumn 1981 Urban Family Budgets," April 16, 1982.

[3] See Margaret C. Simms "The Economic Well-Being of Minorities During the Reagan Years" (Washington: The Urban Institute, 1984).

[4] Andrew F. Brimmer, "Long Term Economic Growth and Black Employment Opportunities" in "The Review of Black Political Economy" Volume 13, Nos. 1-2 (Summer-Fall 1984).

20 percent of all blacks enrolled in college attend HBCS, they award almost 40 percent of the B.A.s received by blacks, over 25 percent of all masters' degrees and 30 percent of all first professional degrees conferred on blacks. The fact that the HBCs award such a large proportion of degrees going to blacks is related to two things—the large proportion of blacks in white institutions who are in two-year institutions (over 50 percent) and the higher attrition rates among blacks in white four-year institutions.

While it cannot be proven that the experience a black student has in an HBC is better for society, per se, it does seem to be comparable in many respects to that received at white institutions and given the high degree award rate for HBCs, society would seem to be a major beneficiary from the continued existence of these schools. A recent study of graduates of HBCs found that they were comparable to graduates of other four-year institutions in a number of respects. They were similar in terms of majors, evaluations of their academic experience, and their aspirations for postgraduate study. They were just as likely to be employed after graduation and had roughly comparable salaries. Graduates of HBCs were more likely than blacks in predominantly white institutions to say that the institutions helped them obtain their first job and they were as likely to be satisfied with the job they took. Students at HBCs were more likely to graduate from college within five years of high school graduation than blacks in white institutions and were just as likely to be engaged in full-time graduate study.[5]

Given the contribution that HBCs make to black higher educational opportunity it would be socially useful to provide federal assistance to stabilize and improve these institutions. Historically black colleges have suffered tremendous economic strain over the past decade and alternative sources of revenue are necessary in order for them to maintain their viability. Increasing student tuition does not appear to be a fruitful approach given the low incomes of black families.[6] Even if the burden of tuition increases could be offset by increased financial aid, there is evidence that there is value in having low tuition. Several studies reported on in the "Low Tuition Fact Book" show that a one percent decline in tuition leads to a 7 percent increase in enrollment. This would suggest that a one percent increase in tuition would lead to a 7 percent decline in enrollment.[7]

The availability of financial aid has clearly had an effect on college attendance. It is estimated that 41 percent of the low-income college students would not have attended college if the Basic Educational Opportunity Grants (BEOG's), renamed Pell Grants, had not been available in the 1970s.[8]

Although Pell Grants have been important in providing support for low-income students, they are not valuable as they once were. When the program was first established in 1972, the maximum grant was $1,400. This would be equivalent to $3,400 in 1983 dollars.[9] In fact, the maximum grant increased only a modest amount over the decade, reaching $1,800 in 1981. Since the size of a Pell Grant depends on tuition, family income, and other factors, it varies according to the student's circumstances. While Pell Grants were not intended to be the sole source of funds for college, for the majority of recepients they were the only financial assistance they received. Over the period 1981–83, out-of-pocket costs for these students rose 11.8 percent. The average size of a Pell Grant received by a UNCF student dropped from $1,424 in 1980–81 to $1,225 in 1981–82, covering only 53 percent of tuition as opposed to 75 percent of tuition in 1980–81.

Likewise reducing expenditures at HBCs is not a policy option that is consistent with the pursuit of educational quality (or equality). Expenditures per student are lower in HBCs than they are in other four-year institutions and there seems to be little constructive room for reduction. The largest single expenditure item is salaries and reductions in this area will make it difficult to recruit and retain good faculty. Already there are indications that financial strain, at least among the private HBCs, has led to a relative deterioration in faculty salaries. Faculty salaries at United Negro College Fund institutions (which represent 72 percent of the private

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[5] Joan C. Baratz and Myra Ficklen, "Participation of Recent Black College Graduates in the Labor Market and in Graduate Education," a report prepared for the Lilly Endowment Fund, June 1983.

[6] And these institutions serve students whose family income is lower than the median for black families. In 1979 median income for blacks attending UNCF schools was $9,800 compared to a median of $11,574 for all black families and $20,439 for white families.

[7] American Association of State Colleges and Universities, Low Tuition Fact Book (Washington, D.C., September 1983).

[8] June A. O'Neill and Margaret C. Simms, "Education," in "The Reagan Experiment," ed by John L. Palmer and Isabel V. Sawhill (Washington, DC: The Urban Institute Press, 1982).

[9] O'Neill and Simms, "Education."

HBCs) increased from 77 percent of those of private liberal arts college faculties in 1972-73 to 85 percent in 1981-82. In 1982-83, however, salary increases were only 3.6 percent in UNCF schools compared to 8.6 percent at private liberal arts colleges.[10]

Federal support for HBCs can be increased substantially without large overall funding increases only if aid is well targeted. Increases in student financial aid, while it may have merit on its own, would require much larger levels of funding to provide the same amount of financial assistance to HBCs. The revisions proposed in Title III will stop the erosion in federal aid to minority institutions that has been taking place and strengthen their ability to provide quality education to black students who might not otherwise have the opportunity to receive a college education. With that college education they can make a more significant contribution to American society.

Mr. OWENS. Thank you, Dr. Simms.

Mr. Ronald Jackson has been detained and we are going to ask Dr. Elias Blake, the president of Clark College, to present his testimony instead.

STATEMENT OF ELIAS BLAKE, PRESIDENT, CLARK COLLEGE ON BEHALF OF RONALD JACKSON, VICE PRESIDENT, PERSONNEL, THE COCA-COLA CO.

Dr. BLAKE. Thank you very much, Mr. Owens.

I just talked to Mr. Jackson's office and he was here and regretted that he could not remain until this point and had to return to his office and his duties. Mr. Jackson, who is vice president and director of personnel at the Atlanta Coca-Cola Bottling Co., also wanted me to convey to you one of the interesting background factors that I think has been etched earlier today.

Mr. Jackson was a very gifted athlete and he, in his first college experience, attended a major Big 10 institution as a basketball player. His academic performance there was such that he was declared ineligible and after having been declared ineligible, they lost interest in Mr. Jackson and he dropped out of school.

One of the graduates of Clark College here in Atlanta discovered him and brought him to Clark College. He reenrolled, played basketball. He graduated and has gone on to become vice president for personnel at the Atlanta Coca-Cola Bottling Co.

The thrust of his testimony is that the survival of historically black colleges is essential to the continued development of competent black leadership for both the public and private sectors. The historically black colleges have been and remain uniquely qualified to provide the kind of nurturing environment for the acquisition and practice of leadership behavior.

On most college campuses, there are numerous organizations such as student government associations, professional clubs, fraternities, sororities, et cetera, each of which represents several leadership opportunities. On predominately black college campuses, these leadership positions are readily available to black students. Conversely, the ratio of opportunities to learn, practice, and display leadership behaviors are drastically diminished on predominately white college campuses.

Historically, black colleges have, in fact, fostered the development of positive self images and can thus be viewed as leadership laboratories. It is not coincidental that the majority of black leaders in both the private and public sectors have received at least their undergraduate training in historically black institutions.

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[10] UNCF Statistical Reports, various years.

Nor is it an accident that the heads of two of the most successful black private enterprises in this Nation are products of historically black institutions. Mr. Jackson has reference to Mr. Jesse Hill, president and chief executive officer of the Atlanta Life Insurance Co.; and Herman Russell, the chief executive officer of Herman Russell & Associates, one of the largest black construction firms in the country.

As you heard earlier, Mr. Hill is a graduate of Lincoln University in Missouri and Mr. Herman Russell is a graduate of Tuskegee Institute, which has been mentioned in other precincts of these hearings.

In education, the most graphic example of both the competence and contribution of black college graduates is Marva Collins, a graduate of Clark College and founder of the revolutionary West Side High School in Chicago.

Local leadership in Atlanta presents an even clearer picture of the contribution of these institutions. We have a major, we have a president of a city council, several council members, the director of public safety, several members of the Fulton County Commission, including the chairman and numerous members of the judiciary, all of whom have received their basic training in historically black institutions.

One of the most significant things in Mr. Jackson's testimony is as follows:

> During my 16 years in the field of human resources, it has been my observation that without the products of these institutions, it would have been virtually impossible to begin to take advantage of the opportunities offered by title III and Executive Order 11246 relative to affirmative action. The presence of black students in majority white institutions is not and has not been sufficient to provide a steady enough stream of qualified applicants to preserve the gains achieved through affirmative action and certainly not to assure the advancement of the implementation of principles of affirmative action into the future.
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> Inasmuch as historically black institutions have been the laboratories through which black students have been afforded the opportunity to both learn and practice leadership skills as well as, and perhaps more importantly, to develop positive self images, the contribution of historically black institutions to this society remain both viable and crucial and assure that the contributions of black citizens to this country are to be but preludes to the accelerated contributions of the future.
>
> It is, therefore, imperative that we understand that discussions relative to Federal economic assistance to historically black colleges in their struggle for survival should center not upon whether or not such assistance is appropriate, but rather upon what level of resources is necessary to assure that these institutions are able to fulfill their mandate.

Thank you.

[The prepared statement of Ronald Jackson follows:]

Prepared Statement of Ronald Jackson, Vice President-Director of Personnel, the Atlanta Coca-Cola Bottling Co.

The survival of the historically black college is essential to the continued development of competent black leadership for both the public and private sectors. If the concept of leadership is defined as a collection of behaviors and one adopts the notion that leaders are made and not born, then the environment must be provided so that these leaders can develop.

The historically black colleges have been and remain uniquely qualified to provide the kind of nurturing environment for the acquisition and practice of leadership behaviors. Additionally, the black colleges must provide a relatively low risk setting within which black students are able to make mistakes, and benefit from those mistakes, without the added pressure of representing an entire race.

On most college campuses there are numerous organizations such as student government associations, professional clubs, fraternities, sororities, etc., each of which represents several leadership opportunities. On predominantly black college campuses, these leadership positions are readily available to black students. Conversely, the ratio of opportunities to learn, practice, and display leadership behaviors are drastically diminished on predominantly white college campuses.

This exclusion of black students on white campuses, whether malignant or benign, does not support the development of a positive self image. Historically, black colleges have, in fact, fostered the development of positive self images and can thus be viewed as leadership laboratories. It is not coincidential that the majority of black leaders in both the private and public sectors have received at least their undergraduate training in historically black institutions.

It is not mere coincidence that important black leaders, including, but not limited to, Booker T. Washington, Martin Luther King, Benjamin Mays, Ben Hooks, Jesse Jackson, and the Honorable Andrew Young, came to us by way of historically black undergraduate institutions. Nor is it an accident that the heads of two of the most successful black private enterprises in this nation are products of historically black institutions.

I have reference to two gentlemen, who coincidentally are locally based, Jessie Hill who is a product of Lincoln University in Missouri and the President of Atlanta Life Insurance Company; and Herman Russell who is a product of Tuskegee Institute and the President of Herman Russell and Associates.

In the arts, Leontyne Price, Nancy Wilson, Mattawilda Dobbs, and Esther Rolle are but a few of the artists who were trained in black institutions.

In education, the most graphic example of both the competence and contribution of black college graduates is Marva Collins, a graduate of Clark College and founder of the revolutionary West Academy in Chicago.

Local leadership in Atlanta presents an even clearer picture of the contribution of these institutions. We have a Mayor, we have a President of City Council, several council members, Director of Public Safety, several members of the Fulton County Commission, including the Chairman, and numerous members of the judiciary, all of whom have received their basic training in historically black institutions.

During my sixteen years in the field of Human Resources, it has been my observation that without the products of these institutions, it would have been virtually impossible to begin to take advantage of the opportunities afforded by Title VII and Executive Order 11246 relative to Affirmative Action. The presence of black students in majority white institutions is not and has not been sufficient to provide a steady enough stream of qualified applicants to preserve the gains achieved through affirmative action and certainly not to assure the advancement of the implementation of the principles of affirmative action in the future.

In the private sector it is easier to teach someone to be a good technician than it is to train someone to be an effective leader. Inasmuch as historically black institutions have been the laboratories through which black students have been afforded the opportunity to both learn and practice leadership skills as well as, and perhaps more importantly, to develop positive self images, the contribution of historically black institutions to this society remain both viable and crucial and assure that the contributions of black citizens to this country's past are to be but precludes to the accelerated contributions of the future.

It is therefore imperative that we understand that discussions relative to federal economic assistance to historically black colleges in their struggle for survival should center not upon whether or not such assistance is appropriate but rather upon what level of resources is necessary to assure that these institutions are able to fulfill their mandate.

Mr. OWENS. Thank you Dr. Blake.

To begin the questioning, I yield to Chairman Hawkins.

Mr. HAWKINS. I think the witnesses have been very clear and articulate. I really don't have but one question which seems to be suggested by the testimony of Dr. Fleming.

Dr. Fleming, I am not so sure that the statement of yours might not be used by some who would suggest that inasmuch as your findings would tend to indicate that black students who attend white colleges are disadvantaged, that, therefore, we have moved contrary to the movement, the civil rights movement, which has sought the desegregation of institutions and the promotion of affirmative action both among students as well as faculty.

I suppose what I am thinking of is that in promoting title III, we are simply contending to give to the individual a choice and that choice should be kept open. It is not primarily directed at the question of affirmative action, civil rights and the thrust of the civil rights movement, but primarily to offer a choice to the individual; to do that, to develop oneself to the fullest and of the greatest help to society at large.

We found that that might lead in some instances to black students selecting Harvard or one of the other institutions, so-called majority institutions.

How do you reconcile these two movements which are obviously very much at some degree of contest right now, due to the fact that the current administration in Washington might primarily favor the demobilization of affirmative action and might really prefer undoing the so-called movement or, let us say, the progress that some of us feel has been made in the civil rights movement, in terms of the testimony that you have given us today?

Dr. **Fleming**. You know, I think the key issue around which the—an appropriate answer to the question you raised—revolves, is a question of choice. Black students who choose to attend predominately white schools, and of course, since 1954 they have had the right to attend whatever kind of institution they want and most now choose to attend predominately white institutions in order to take advantage of the better facilities that exist in them.

The students, the black students that attend predominately white schools are not disadvantaged. They are the best black students attending college, but it does seem that the circumstances that they encounter at predominately white schools do have a way of disadvantaging them because they are denied the opportunity to interact with and establish meaningful relationships with most people on campus. This, in short, says that when you are ignored you just don't develop as well, you don't learn as well, you don't think as well.

The problem is that black students get some of what they need in predominately white schools and the rest of what they need in predominately black schools. We have not been able up until this time to see to it that black students get everything that they need all in one set of institutions. It would seem to me that until we as a society can insure that black students get everything they need, all in one setting, that we have to maintain a choice for them.

They have to have options. Black students as it stands now must choose between having an environment that supports and encourages their intellectual development in black schools and an environment that has facilities to which greater prestige is attached than to black schools.

They have to make a choice and the individual student is the best person to make that choice. No one can make the choice for him. This study does not have the right to choose for a black student where he or she should go to school. Certainly until we discharge our responsibilities to black students by providing wholly adequate educational opportunities for them, we have to see to it that choice is maintained and certainly the choice of going to a black school is not one that sets back the cause of affirmative action and it is not one that promotes segregation rather than integration, because in predominately black schools, black students get the opportunity to develop intellectually in a way that is difficult for them to do so today in predominately white schools and it would seem that gaining intellectual skills, competitive skills are the kind of skills that you want students to have to help make the transition from segregation to integration.

Mr. **Hawkins**. Thank you. I have no further questions.

Mr. **Owens**. Congressman Kildee.

Mr. **Kildee**. Thank you, Mr. Chairman.

I ponder the same question that Mr. Hawkins had and I am sure you have. I think you know from my previous statements that I really recognize the important role that the historically black colleges have had in the development of my own students, my black students. So, I recognize that, but I pondered this question of how we might not let this argument be used by some who would maybe seek to resegregate some of the K through 12 schools particularly.

I think you alluded to it in your testimony when you said on your own volition, I guess going to college is a question of your own volition and choosing a college is a further step of your own volition. I think perhaps developing along that line, that this is more of a choice, where a K through 12 until the time you are 16 in most States you don't have a choice about going to school.

So, going to college, I guess you do have that—you use the words "of your own volition," and choosing a particular college can be a matter of volition, too.

So, I pondered that question and I think you have responded well on that. I think all three of us will continue to ponder that though.

Dr. **Fleming**. I think there is one more thing I need to say that is important on the subject. The study that I did describes the situation as it is now, or as it is in the 15 schools that were a part of my investigation. That does not mean that it describes what the situation could be in the future if we were to use the information available in the study to help inform our efforts in the future.

It seems to me that the value of the study is that we are able to separate the elements, the two critical elements of education, things and people. You are able to find that access to people who support you on many different levels is the key to intellectual development. If it were not for the fact that we have black schools and that black students were in them, we would not have been able to discover that there are two important elements to education and that one is more important than the other.

People are more important than things in education, but the catch for us, I think, is to find out how to improve the educational opportunities for black students in both black and white schools so that they will have a better chance of gaining both the things that they need.

If we use the information available from how students develop in black schools what it might say is that any student who chooses to go to a white school needs to get certain things from that environment in order to develop well. Essentially I could say to black students going to white schools, you have to act like you are in a black school if you want to succeed well in a white school.

You have to know that you need to have a network of friends, people that you can talk to, especially in times of stress. You need to know that you need mentors and that you have to find people who will support and encourage your development whether that appears to be easily forthcoming or not. You have to understand that you must participate in the life of the campus in order to help spur what you learned in the classroom to practical action.

Because we know why from the study black students develop better intellectually in black schools, any student, black or white, can use that information to maximize their tenure in any learning situation, or any other situation for that matter. As I see it, black colleges are now in the role of a teacher on the education issue if we are only willing to listen to the message that they are trying to offer.

We have a crisis in education before us in the Nation as a whole and if we use these findings to inform the Nation that what the results are trying to say is that if there is a fall off in educational achievement in the country in general, it means that there has been a disruption in the connection between students and the people who are supposed to inspire them.

If you only concentrate on basics, if you only concentrate on money, and if you only concentrate on facilities, then you are not going to fix the critical link that seems to be missing, that seems to be in jeopardy.

Mr. **KILDEE**. Thank you very much, Dr. Fleming.

Mr. **OWENS**. Congressman Dymally.

Mr. **DYMALLY**. Mr. Chairman, I do not have a question, but I want to move that the testimony of Mr. Carl Ware, vice president for urban affairs at the Coca-Cola Co. and the testimony of Jondelle Johnson of the NAACP be made part of the record.

Mr. **OWENS**. Without objection, the testimony will be made part of the record.

[The prepared statements of Carl Ware and Jondelle Johnson follow:]

PREPARED STATEMENT OF CARL WARE, VICE PRESIDENT, URBAN AFFAIRS, THE COCA-COLA CO.

To Dr. Luther S. Williams—president of Atlanta University—distinguished members of the U.S. House of Representatives, Post-Secondary Education Committee, faculty members, visitors, and friends, let me first say welcome to Atlanta, Georgia—the greatest city in America—with the possible exception of your own home towns.

On behalf of The Coca-Cola Company, I take this opportunity to thank you for the invitation to provide testimony in support of reauthorizing the Higher Education Act of 1965 with special emphasis on Part B, Section 321—Strengthening Historically Black Colleges and Universities.

I am especially pleased that Georgia Congressman Wyche Fowler is a co-sponsor of House Resolution 2907 along with Congressman Major Owens, and that Georgia Senator Sam Nunn will be co-sponsoring similar legislation in the U.S. Senate. With their leadership and the support of this committee, this legislation has a very good opportunity for passage.

House resolution 2907-Section 321/Part B contains a statement that I think speaks directly to the heart of the issue which you and your congressional colleagues are considering; and that is the value of Historically Black Colleges and Universities. The paragraph begins, "The Congress finds that the historically Black

Colleges and Universities have contributed significantly to the effort to attain equal opportunity through post-secondary education for Black, low-income and educationally disadvantaged Americans." This statement captures the very essence of the mission upon which the inception of Historically Black Colleges and Universities (HBCU) was based.

Congress now has the opportunity to reaffirm the belief that HBCU's are viable and have a significant role in the post-secondary educational system of our nation by allocating the $110 million provided for in the reauthorization legislation.

In my mind, the key point in this legislation is that the $110 million allocation will go to the institutions and not for student scholarships, loans, and grants. The money will be used for strengthening the physical plants, financial management, academic resources and endowments of these institutions. This, indeed, will facilitate a decrease in reliance on future governmental financial support and at the same time encourage financial stability and independence through endowments and private sources.

Historically Black Colleges and Universities compose fewer than four percent of our nation's institutions of higher education. They have always been exemplary, and they currently produce 40 percent of all Black college graduates. HBCU's produce graduates with the education, the sense of purpose, and the self-confidence to succeed as leaders.

In 1954, the Supreme Court declared segregation in education illegal; however, many things did not change for the Black college student. Dr. Elias Blake, president of Clark College, summed it up well when he said, "Education equality is still not a reality. For Black students to reach college level education is a great achievement because more often than not their education has been hard won and even then it is sub-standard. Not necessarily because of an academic struggle, but a struggle against economic and social barriers. A college education represents the cutting edge for integration into mainstream American life."

Black colleges and universities contribute greatly to and are the architects of a racially integrated society; they and their graduates are the premier advocates of a society free of racial barriers.

In addition to my responsibilities at The Coca-Cola Company, I also have the distinct honor of serving as the chairman of the Clark College Board of Trustees, my own undergraduate alma mater. I realize, as does The Coca-Cola Company, that the education of our young people is of the utmost importance to the continuing prosperity of our community, not only in Atlanta but across the country as well.

To that end, The Coca-Cola Company has been intricately involved with many HBCU's and particularly with the Atlanta University Center Schools.

The Coca-Cola Foundation, which was established in 1984 to handle the Company's philanthropic efforts, has identified support to higher education as one of its priorities. The logic for this emphasis is simple—institutions of higher education serve as the training ground for future business leaders who will contribute to the building of a sound economy.

By the end of fiscal 1985, The Coca-Cola Foundation will have expended more than 20 percent of its total budget on grants to Black institutions of higher learning and other minority organizations. Examples of our support include the following:

Roberto C. Goizueta, chairman of the Board and chief executive officer, The Coca-Cola Company, headed the fund-raising drive for Morehouse College.

Donald R. Keough, president and chief operating officer, The Coca-Cola Company, led the committee which raised $1 million in Atlanta for the Morehouse Medical School.

At Clark College, the Company awarded a grant to establish a radio/television production center in the Mass Communications Department.

The Company also provides financial support to the Interdenominational Theological Seminary, Morris Brown College, and Spelman College.

Other schools such as Grambling State University, Howard University, and Florida A & M University have received support from the Company.

At Howard University, the Company established a professorship in the Business School; at Florida A & M, a professorship in the School of Technology and Science has been established.

In 1983, the Company established The Coca-Cola Scholarship Fund for the National Black MBA Association with scholarships annually awarded to minority students in graduate business school.

As you might imagine, The Coca-Cola Company is a major supporter of the United Negro College Fund, and in addition to the support provided to the national UNCF fund-raising effort, we also award four $25,000 four-year scholarships to students enrolled in UNCF schools of their choice.

In closing, let me say that there are many corporations that provide substantial support to Historically Black Colleges and Universities. For The Coca-Cola Company and the many other corporations who recognize the importance of HBCU's, our support and assistance symbolizes a spirit of mutual investment in the prosperity of society.

This private sector involvement coupled with the financial assistance to be provided by H.R. 2907 will, indeed, provide the kind of support needed by HBCU's as they continue to educate and train the leaders of the future. Thank you.

PREPARED STATEMENT OF JONDELLE JOHNSON, NAACP

It is true that the proportion of black college students who attend HBCU's is somewhat less than the proportion of black college students who attend majority institutions. What is more significant, however, is that those blacks who attend HBCU's are much more likely to complete their studies than those blacks who attend majority institutions.

This observation is supported by data available from the Educational Testing Service (ETS), a private research and service organization in Princeton, New Jersey. According to ETS, of those blacks attending American colleges, the proportion receiving their education at HBCU's may vary from year to year, but it has hovered about twenty percent (20 percent) during the past decade. On the other hand, the data show that the proportion of blacks graduating from HBCU's is forty percent (40 percent) or more of all blacks graduating from college each year.

While there are variations from year to year, this striking difference persists. HBCU's account for more than twice as many of the blacks receiving degrees than we would expect them to from the fraction of blacks who attend their classes. This is a salient indication of success, and the question remains, why are HBCU's so much more successful than majority institutions in enabling black Americans to finish their college degrees?

First, let me dispose of one answer which may come to some people's minds. It may sound reasonable, but the data show that it has no validity. This is the answer which says that the standards are lower at HBCU's than they are at white schools. This is just not the case. I know from my own experience and that of my friends and colleagues that there are just as many tough courses and tough professors at HBCU's as there are at white schools. I also know that many white schools have relaxed their standards during the past few years, as evidenced by their concern over such issues as "grade inflation."

Let's not rely solely on personal experience, however, for the verification of this fact. Data from ETS demonstrate that the rigor of the education experienced by black students at HBCU's is as great as the rigor experienced by black students at white institutions. What do these data show? Most crucially, the data clearly establish that blacks who receive their degrees from HBCU's are equally competitive with blacks who receive their degrees from white schools. HBCU graduates are just as likely to get the jobs they want, their salaries are as high, and they are as successfully competitive in the job markets of all fields of employment as are blacks with degrees from majority institutions.

This achievement of blacks with degrees from HBCU's is even more remarkable when we consider some of the disadvantages they begin with. These disadvantages are both in the backgrounds of the students and in the financial resources of the HBCU's.

Thank you Mr. Chairman and members of Congress for the opportunity to participate in these hearings and share with you the expertise and experience of the NAACP.

I am Jondelle Johnson, Executive Director of the Atlanta branch of the NAACP. The Atlanta branch is one of America's most active chapters, and has been honored with awards by the national NAACP in each of the past twelve years for the size of our membership, our activities, and our service to the community. I welcome each one of you to visit our headquarters on Fairburn Rd. in southwest Atlanta. There you will see not only the awards mounted on our walls commemorating our past achievements, but also the hustle and bustle of our staff and volunteers as we continue the struggle to secure for each black American the opportunity to participate fairly in the American system and enjoy the benefits of living in a democracy.

For decades, the NAACP has been in the forefront in the difficult task of trying to secure for black Americans the same access to higher education enjoyed by white Americans. Thus we support the Institutional Aid Act of 1985—H.R. 2907—whose provisions will strengthen Historically Black Colleges and Universities ("HBCU's") and give quality undergraduate and professional education to black Americans which would not otherwise be available to them.

THE CONTINUING NEED FOR HBCU'S

Most citizens are aware, I'm sure, of the tremendous role played in the past by HBCU's. During that long era when virtually all blacks were denied admission to white universities and colleges, and particularly here in the South where no black was allowed to enroll in white schools, HBCU's provided the only avenue for talented blacks seeking higher and professional education.

In comparison with white or "majority" institutions, both public and private, HBCU's were underfunded by both private and government sources. Despite this handicap, HBCU's continued to offer quality education and to produce each year graduates who successfully entered careers in business, the professions, and government service. The current and previous mayors of Atlanta, known both for their intelligence and erudition, are only two among the many leaders of this country who received their education from HBCU's. Both, as it happened, took their courses in classrooms which are within walking distance of the hall in which today's hearings are being conducted.

What most citizens do not seem to know is that HBCU's continue to play an essential role in educating black citizens, and that evidence shows that even after more than twenty years of integration of majority institutions, those institutions do not have the capacity and capability to provide higher education for all black Americans who have the ability to receive it.

First let's look at some of the disadvantages experienced by the students. These disadvantages are both educational and financial. The gap between the quality high school preparation received by blacks and whites still exists. Those officials responsible for public education in their respective jurisdictions are just beginning to understand this and to demand that public education for both blacks and whites be brought up to standard.

What concerns us here, however, is that there are some blacks who, in comparison with other blacks, are better prepared for college. These differences are illustrated by their combined (verbal and quantitative) scores on the SAT's, the standardized examination taken by almost all college-bound high school students. For years there has been a consistent gap of a hundred points or more in the SAT scores of blacks entering HBCU's and blacks entering white institutions. It is the blacks at HBCU's who have been at the lower side of this gap.

These data add to the picture of the achievement of HBCU's. HBCU's are taking the less well-prepared black students, graduating them at higher rates than the white institutions are graduating the better-prepared blacks, and doing what needs to be done to see to it that their graduates are as successful in the job marketplace as are black graduates of majority schools.

Furthermore, the HBCU's are doing it with scantier resources. Hampton, one of the best endowed of the HBCU's has an endowment of something like thirty-three million dollars. Compare that with Harvard and other majority schools which have endowments of over one billion dollars.

The majority white institutions are not necessarily using their finances to help their black students. Consider the fact that blacks who graduate from white colleges and universities, are, on the average, saddled with twice as much debt—college loans to be repaid—as are black graduates of HBCU's. This is because the HBCU's have been more diligent in getting grants for their black students than have the white institutions.

This last finding is even more striking when we compare the fact that the families of blacks attending HBCU's are less financially well off than the families of blacks attending white institutions. On the average, blacks attending white colleges and universities can expect that their families will pay forty percent (40 percent) of their undergraduate expenses, whereas blacks receiving their education at HBCU's can expect their families to contribute only twenty percent (20 percent) of their undergraduate expenses.

These data all show that HBCU's have been doing the job of educating black Americans at least as effectively and certainly more efficiently from a financial perspective than white institutions. Why then does the NAACP support legislation which gives direct financial support to HBCU's? The answer to this question focuses not only on the obvious fact that American blacks are still suffering from the disadvantages of past and current racial discrimination, but also from the increasing demands placed on institutions of higher learning by the current society. I consider some of these in the next portion of my testimony.

SOCIETY'S TECHNOLOGICAL DEMANDS AND THE FINANCIAL CRISIS OF HBCU'S

The rapid changes in society brought about by computers, electronics, and other expanding technologies have changed the face of society and the context of higher education. Increased demands for technological and scientific training have resulted in strains in virtually all schools, but those with less financial resources, and this includes virtually all of the HBCU's, have been particularly placed in this new crunch.

Consider first the effect on recruitment of incoming students. You all know the investment which goes into college recruitment of promising athletes. Although not as sensational, and therefore less well-known, recruitment of quality students also requires investment of time, funds, and personnel by the colleges seeking them. One consequence is that the more well-endowed white institutions have the most elaborate recruitment programs. These programs have enabled them to cream off the top black high school graduates, as measured by SAT scores. HBCU's, whose scant resources must be devoted to such basic needs as physical plant maintenance and teacher salaries, are losing ground in recruitment and other programs necessary for quality maintenance of their institutions.

More fundamental, is the need of HBCU's to upgrade every aspect of their science and technological programs. This must be done not only to maintain and improve course offerings in these fields, but also to enhance their credibility as research institutions. Even small colleges who specialize in undergraduate education have come to realize the importance of the presence of both applied and basic research programs on their campuses.

Research programs attract quality faculty. Research programs are necessary for the obtaining and thorough utilization of laboratories and equipment, especially in the sciences and the new technologies. Such programs enable students to see for themselves the kinds of work done on the frontiers of such fields as microbiology, computer design, electrochemistry and solid-state physics.

Blacks have historically been underrepresented among professionals in the natural sciences—mathematics, chemistry, physics, biology, computer science, engineering, and the others. Development and enhancement of research programs at HBCU's is the key to enabling blacks to achieve equal access to and fair representation in these professions.

Research programs in the natural sciences will enhance and modernize undergraduate coursework in these disciplines. One result will be better training of future teachers. This will go a long way toward ameliorating the current situation in which blacks at all grade levels tend to receive less than satisfactory training in mathematics and the other natural sciences. It will also improve training in analytical thinking and reasoning.

You might ask why white institutions can't provide this service for blacks. To answer that question, let's look at one of the nation's outstanding technical schools located right here in Atlanta. I'm referring to the Georgia Institute of Technology. Even though it is located in a city whose population is majority black, only an estimated six percent (6 percent) of Georgia Tech's undergraduates are American blacks and only an estimted three percent (3 percent) of Tech's grad students are American blacks. Furthermore, of Tech's blacks, about forty-five percent (45 percent) are from out-of-state (as are about forty-five percent of Tech's white students).

Why don't blacks go to Georgia Tech? One reason is that American blacks comprise only about one percent (1 percent) of the faculty. Ask any black who attended an institution with few black faculty members and you will hear about feelings of isolation and anecdotes of racist attitudes, both explicit and implicit. This is not to say that many, and perhaps even the majority, of the faculty and students at Tech and other topnotch white institutions haven't given up the racism of the past. It is true, however, that enough of that negative feature persists to deter many American blacks from attending or succeeding at majority white institutions.

It has been and will continue to be left to the HBCU's to provide the scientific and technological training for American black students. If HBCU's cannot get the financial resources to develop and enhance their programs in these fields, black Americans will find themselves disproportionately excluded from these vital and expanding segments of our economy and society.

SPECIAL NEEDS OF HBCU'S

I've already mentioned two very different types of programs which need to be strengthened at HBCU's, recruitment of students and science and technology. There are two more which I want to cover in my testimony. They are developmental studies and institutional research.

Developmental studies and programs are an obvious need. Many gifted and able young blacks have been shortchanged by their public educations. Why should society and their communities be deprived of their talents due to the lack of adequate training? The HBCU's have been the institutions which have taken these poorly prepared students and given them the extra courses they need to complete a college degree. Sometimes it takes such students a year or two at the college studying such basic skills as writing and algebra before they can embark on fullfledged college work.

White institutions, while often expressing their concern about poorly prepared black students, have shown themselves as yet unable to provide the remediation necessary. HBCU's, because their primary task has been and continues to be the education of black Americans, have demonstrated both the motivation and the expertise to bring poorly-trained blacks up to standard. This is why their graduates are able to compete successfully in the job market. This is also why I use the title developmental studies: I want to call your attention to the particular needs and characteristics of blacks as they progress through the stages of their development and achieve both academic and personal maturity.

Developmental studies are part of a broader area called institutional research. This is a rapidly growing component of all quality institutions of higher education. By institutional research I refer to those studies a school undertakes to assess its own programs and needs and to pinpoint current deficiencies and develop remedies for them.

Because of their financial crises, HBCU's are unable to develop their institutional research capacities at this time even though they are urgently needed. Institutional research is required to improve the efficiency of remediation programs and to upgrade programs in teacher training. It is especially needed for the rapid development of programs in the sciences and technologies. Because black college students come from poorer families than white college students, and because among black students those at HBCU's tend to come from the poorest homes, students at HBCU's are most likely to come from homes and high schools without microcomputers. How best to develop "computer literacy" on HBCU campuses is a critical need now for institutional research.

Developmental studies and institutional research are but two of the programs funds are needed for if HBCU's are to continue to do the job which they, and only they, are uniquely able to do. Space precludes elaboration of others.

WHAT HBCU'S ARE ACCOMPLISHING

The task of all of those of us supporting H.R. 2097 is twofold. Firstly, we are trying to persuade you from our varying perspectives and experience that HBCU's are necessary but endangered due to lack of finances. Secondly, we want to acquaint you with what HBCU's have already accomplished and what they continue to do well. As one of my contributions to the latter, I will present in this last section of my testimony a survey of a few of the programs of the HBCU's in Georgia. For the sake of time and space, I will limit myself to just one specialty of each school. I begin the survey in the south and work my way north toward Atlanta. I ask that you consider the importance of the programs not only for the students involved, but also for their communities, and therefore consider what will be lost if these schools will not be able to continue functioning.

Savannah State College (Savannah, GA). Located near the ocean, this school is noted for its program in marine biology. Besides the utility of scientific research in this field, the program benefits the local fishing industry. A large number of residents in this area of our state, both black and white, earn their living through fishing, shrimping, and other ocean-related activities.

Albany State College (Albany, GA). This is the only HBCU in the black belt of southwest Georgia. It is noted for its nursing program which provides black health professionals in a geographic area otherwise noted for the dearth of health facilities for rural blacks.

Fort Valley State College (Fort Valley, GA). Located in the middle of Georgia, agriculture is important at FVSC. The plight of small farmers has received a lot of national attention. In Georgia, a large percentage of the farmers whose livelihoods are threatened are black farmers in this section of the state. An enhanced agricultural program at FVSC with both training and research in the most innovative methods of production and farm economics would be crucial for keeping blacks from being shut out of the farming industry in Georgia.

Payne College (August, GA). Payne has a long history of successful training in preprofessional science. Many of its graduates go on to careers in medicine, dentistry, and allied health fields and help to alleviate the paucity of southern blacks in these professions.

Morris Brown College (Atlanta). MBC has an outstanding program in hotel and restaurant management and other aspects of the hospitality business. Blacks have historically been identified with only the lowest rungs of the occupational ladders in this industry (kitchen, janitorial). Through MBC's program, however, blacks are entering management and ownership positions.

Clark College (Atlanta). Clark is most noted for its communications and media programs. Except for black-oriented outlets, blacks have been invisible in the media. Clark is training professionals and managers in such fields as cable television and radio. As a consequence, blacks will be more fairly represented in the nation's media and better able to secure more accurate depiction of themselves and their community.

Morehouse College (Atlanta). Morehouse is well-known for its strengths in the sciences, strengths which need to be maintained and expanded. Many of its graduates go on to medical, dental, and graduate schools. Morehouse is also celebrated for its many outstanding alumni in the public life of the black community. The Morehouse Medical School is outstanding for its commitment to providing MD's for general practice in rural communities.

Spelman College (Atlanta). Spelman is noted for its training in the traditional humanities. It has an outstanding English program and has used Title III monies in the past to develop its Living/Learning Program in which outside scholars join Spelman professors and students in such imaginative seminars as "Bach, Baldwin, and the Blues."

Atlanta University Center. AU has long been noted for its preparation of blacks in the fields of business, education, and the social sciences. Recognizing the changes in American society, some of which I have mentioned above, AU has launched ambitious programs to both upgrade its natural science capabilities and to train blacks in the policy sciences. Without such programs, blacks will be disproportionately underrepresented in the industries and decision-making which affect their lives. Without funds, these programs are not possible.

SUMMARY

The NAACP appreciates what our HBCU's are accomplishing and knows well the barriers, both sociological and economic, against which they must struggle to accomplish their aims. The sociological barriers of lingering racial discrimination and the residue of past discrimination are slowing being broken down. The economic barriers, however, are getting stronger and present a real threat to the continuing opportunities for blacks to receive the education they need for participation in the newest manifestations of technological America. For this reason the HBCU's must survive and be strengthened. H.R. 2097's passage is critical and the Atlanta branch of the NAACP and all NAACP members hope you will carefully review our testimony herein and all the evidence in support of this bill, and vote for it. By doing so you will be voting for the education of black Americans for generations to come, and, incidentally, the strengthening of the whole American economic and social system.

Mr. **Owens**. Congressman Hayes.

Mr. **Hayes**. Thank you.

I have one question for Dr. Fleming. I did not understand whether or not you were in favor of the bill that we have been talking about that encompasses title III.

Dr. **Fleming**. I am absolutely in favor of it. What I am trying to say is that I think that the options for black students need to be improved on both ends. Black colleges possess an environment that naturally encourages the expression of intellectual development, but in order to maximize the natural facilitative environment, their facilities, their programs do need to be strengthened and so are in great need of the funds at issue today. I have also added that there are things that white schools can do on behalf of black students, but that is another issue.

Mr. **Hayes**. Even though there are some who in their anxiety to defeat—shut off funds for the continuation of the black colleges, who say, as you raised in your statement, that we on the one hand say that we are for integration and on the other hand we want to maintain the segregated higher educational system by the retention and support of these black colleges. There are some who say that.

Dr. **Fleming**. Now, many people seem to be under the erroneous impression that integration means the annihilation of ones own institution. What integration means is that we all learn gradually overtime to work together and to live together and to study together. That in no way means that those from any ethnic group should give up what is theirs; that they should give up their way of speaking, their way of thinking, their institutions.

The value of integration is for each ethnic group, for each race to be able to have their institutions and let them offer the different way of thinking, the different insights that they possess to the wider society, so that they can all melt it together into a better vision of how we should all be together. That is integraiton. To give up black institutions, to deny them funds is annihilation.

Mr. **Hayes**. It is a fact that without the black institutions many black students would not have an opportunity for a college education and that is one reason why we have to continue it.

Dr. **Blake**. I will be developing the two or three comments that I will make much more fully on the 19th when I will be appearing before Congressman Ford's committee, but I would like to make two or three comments in relationship to the dialog that has been going on.

First of all, one of the strongest that I think can be made about the relationship between the black colleges and integration in American life is that institutions are the chief and the primary architects of integration in American life as we know it. I make that statement without equivocation.

These institutions through their graduaets have been the institutional frameworks of American higher education that have fought for, their graduates have bled for and their graduates have died for an integrated society. For decades and decades and decades they did this alone, without help, without any assistance, being cheated and denied their resource base.

As Mr. Jackson's testimony indicates, not only did our graduates and the things we stand for in these institutional frameworks become the architects of what we call integration in American life, but the manpower, the fuel, the opportunities that began to open up in the midsixties and the early seventies could not have been taken advantage of had not there have been the backlog of production, of graduates, and trained people that these institutions produced.

I make all those comments to simply say that there never has been, there is not now, and there will not be in the future any conflict between supporting historically black colleges and supporting integraiton in American life.

I would say further that what Dr. Fleming's testimony and her brilliant research indicates is that these institutions are not just also-rans in American higher education, but that they have within them some special attributes that are of value generally. I suspect that if the same study were done and one were dealing with poor white students and you found a class of institutions that had in them the ingredients that we have over decades been developing, you would find that those institutions are more effective in educating those poor disadvantaged white youngsters because they model what they do after what these institutions have developed over 100 years.

I think that we will try to document that in terms of the numbers and the numbers of graduates and what that backlog has been and how it has contributed to integration in American life, but to somehow say that the support of these schools by the Federal Government somehow does not support integration in American life means that one just simply does not know the issue of this country, one does not know the demography of what has happened with the graduates of these institutions, both in manpower and in terms of leadership.

Mr. OWENS. I have two questions. One, I would like to address to Dr. Simms and you might want to submit further written comment in reply.

I think it is important to note the contribution that historically black colleges have made economically, socially, et cetera, in their communities as institutions. The economic contributions, I think, would include the employment of the black faculty members. I think it includes the fallout that the surrounding community gets from their leadership. I wonder if you would have any information on that and if you would comment further on the contribution made in that direction?

For example, I am the Congressman from central Brooklyn and the adjoining congressional district is also represented by a black Congressman. Central Brooklyn has probably the largest concentration—geographic concentration—of blacks in America.

Having been a graduate of the Atlanta University Center, Morehouse, and Atlanta University, I have seen the impact of these educational institutions on the cultural educational and economic life on the total black population and I think the central Brooklyn concentration of blacks is very much culturally, deeconomically, and educationally deprived. We live in the stone age as compared to the kind of enviroment that the blacks in Atlanta have. That is partly due to the fact that they have these educational institutions here.

Dr. SIMMS. I do not have any statistics with me, but certainly there are a number of things that one could point to. One is the number of people employed which generates income which goes into the community. There are also in many institution centers that provide technical assistance, and so forth, to the surrounding community. Centers for minority business development, for example, for small business development that exist in a number of historically black schools.

Atlanta University, Howard University, and so on, have those kinds of resources that they provide to the surrounding community and certainly, as you indicated, the cultural opportunity in terms of music, drama, art, et cetera, that give certainly different perspective for—not only for minority communities, but also majority communities as to the variety of type of culture that exists.

Mr. OWENS. That information would be useful and I would very much appreciate it if you could provide it for us.

[The information follows:]

RESPONSE TO QUESTION ASKED BY CONGRESSMAN OWENS, SUBMITTED BY MARGARET C. SIMMS, THE URBAN INSTITUTE

Question. What contribution do historically black colleges and universities make to their communities?

Answer. It is hard to quantify and aggregate all of the contributions that historically black colleges and universities (HBCUs) collectively make to their communities. Moreover, the relative impact on the surrounding community will vary according to whether the college or university is located in a small town or a large metropolitan area. However, the following information is illustrative of the impact that these institutions have.

The National Center for Education Statistics reports that in fiscal year 1981, 102 traditional black institutions of higher learning spent $1,159,106,000 for educational and general purposes. They spent an additional $291,152,000 for auxiliary activities such as hospital and dormitory operation. (This does not include capital expenditures.) The "average" HBCU spent over $11 million for educational activities and $2.9 million for auxiliary enterprises. Public four-year institutions spent on average $17.6 million and private four-year institutions spent an average of $9.3 million. Expenditures for two-year institutions were lower. Since perhaps 80 percent of those expenditures were for faculty and other staff, these institutions generated approximately $1 billion in wages and salaries, or about $10 million per institution. In many locations these dollars represent jobs (and in turn consumption and savings) that would not have existed otherwise.

In addition to the direct economic contribution made by these schools, many provide community development services to the local community in terms of technical assistance to minority businesses and community-based organizations. They often provide tutoring and other supplementary educational services to pre-college youth.

Another aspect of the contribution of HBCUs, of course, is the unique cultural heritage they possess. Aside from their own history they also serve as repositories for black art and Afro-American culture. They have outside speakers and performers—novelists, poets, etc—that members of the community might not otherwise have an opportunity to be exposed to.

Mr. OWENS. I would like to address my other question to Dr. Fleming. I think that your study—and we have not used these harsh words—is a ringing indictment of racism in the predominately white colleges. The notion—the time-honored notion is that a school is any place where you have a teacher and a student and what you are saying is that you have a situation where the students do not have access to the teachers.

One of those relationships that is so vital cannot be developed because the facilities are not available to the students. That is a very serious indictment, I think, and my question to you is this: The argument will be made that what you observed and what the study shows is something that is passing, that that kind of racism is gradually fading away. That it is something that is passing. I would like to know about degrees. Is there any evidence that this is a passing thing, that students more and more were finding that they could make contact, not so much with the students, but with the faculty? Could they make contact with the faculty and find there was that feedback from the faculty members as time went on?

Dr. FLEMING. No. In fact, the opposite was true. My study was essentially a study of development. The idea was what happened more as time went on over these 4 years and in predominately white schools what happened was, the problem of not being able to interact effectively with teachers and other people on the campuses became worse over time. If it had not become—if the problem had not become worse over time it would not have shown up in our results. If it had stayed the same or gotten less, it would not have shown up in a comparative developmental study the way mine was constructed.

So, essentially, my findings show that the problem gets worse over time and there is increasing intellectual damage done because black students do not have the opportunity to interact with any substantial contingent of people, other than the few other blacks who may be there, which essentially relegates them to an all-black corner of the university and that is not where learning takes place.

Learning takes place when you insinuate yourself in all the nooks and crannies of the university where informal as well as formal learning takes place. So the problem is getting worse.

The thing that I want to say to you is that you say, you know, it is racism. Yes, it is racism, but I think that more than that, it is a mutal problem in fear, ignorance, and lack of understanding of people who are different from you. The value of the study is that it tells how to overcome the problem. The study simply says that if you are a black student in a predominately white university, that you are going to be faced with the fact that people are going to ignore you. They are not going to talk to you because they do not know what to say to you and they would just rather avoid you. That does not mean it has to be that way.

In order for black students to succeed in white universities, they are going to have to learn to overcome the barrier, the fear barrier, which I think is a real problem rather than what we refer to as racism. To overcome fear, black students have to learn how to extend themselves first. If you are a minority in a majority situation, you do not wait to be extended to; you extend first.

You have to figure out how to make friends across racial lines despite the obvious difficulties of doing so. You have to figure out how to work deals with professors so that they will give you what you need and so that you can give them something that they might need, too. Different kinds of help and work for money or perhaps not for money.

Black students have to learn how to participate in activities even if the people in them do not want them in them. They have to learn how to seek leadership positions and seek to take control enough to serve and organize a function on behalf of the environment.

I do not see it so much as the ugly problem of racism as I see it as the task that black students and all people must learn in learning how to deal with one another. It is to your advantage to learn to get along with people and you have to extend yourself. Anyone in a difficult situation is going to have to learn the same thing and I do not think that the lesson has color.

Mr. OWENS. So, you are saying that there is absolutely no role for Federal legislation which would take steps to mandate or encourage a predominately white campus to be more receptive—to take systematic steps to eliminate some of the—I call it racism; you said just lack of interest and lack of ability to make those contacts. There would be no role there——

Dr. FLEMING. Of course, there is a role there. Anything that we can do to help encourage an institution to do away with the problems of interaction between black and whites and whites and all other ethnic groups would be done. They have to be done. Those are the basic steps that we need to take. Schools need to be encouraged to provide a faculty, counseling services, programs, the kinds of courses that have meaning for minority students. All of those things are prerequisites. Those things go without saying and to the extent that Federal legislation can encourage universities to do that, they must do that.

Mr. OWENS. Is the likelihood that the predominately white colleges will learn the lesson from the predominately black colleges, you say, is such that they will not learn for a long time to come and we should keep the black colleges as an alternative because it is a process that will take a long time?

Dr. FLEMING. Well, I do think that the process will take a long time. Integration is a challenging experiment and I do think that it is going to take us time to learn to do it well, but I do think that we are on the right track.

The things that Federal legislation can do I think are very valuable. It puts predominately white schools in a position of having to do certain things or lose funds. White schools do not want to lose funds any more than black schools do. Put in that position they are a lot more eager to try to learn the things that they need to learn from black schools or from whoever they can learn from in order to maintain funds. It is a very practical way of putting people in a position where they have to learn something they might not otherwise try to learn.

Dr. SIMMS. Mr. Chairman, if I may?

I think that we have been assuming, at least to some extent, that when we say these institutions are necessary to provide a wider choice for students, we have been assuming that the student has a free choice. The choices are constrained and certainly for some reason, a large number of black students who have the potential to receive a bachelor's degree and to make a great contribution to their families, to their country and so forth, do not have a wide range of choices. Either because of prior preparation, for economic reasons and so forth, they do not even have the opportunity to be admitted to these institutions that Dr. Fleming has referred to as not being very supportive once they get there.

I think that we should keep in mind that there is another side. That we may be opening opportunities for students who really do not have choices about attending some of these 4-year institutions.

Mr. OWENS. Are there any other questions from the members of the panel?

If not, I would like to thank the distinguished members of the panel.

I have a statement from Spelman College—the Spelman College administration—entitled, "Case Study, Spelman College's Success With Title III Funding." I would like to enter that into the record if there are no objections.

There being none, it will be entered into the record.

[The information follows:]

A CASE STUDY: SPELMAN COLLEGE'S SUCCESS WITH TITLE III FUNDING

Spelman College has been a proud recipient of Title III funding to support developmental efforts in its administrative and academic areas. The College's strength and stability as a liberal arts college dedicated to excellence is directly attributable to the consistent assistance provided by the Department of Education. Moreover, federal funds have made it possible for historically black colleges, such as Spelman, to sustain their unique mission and goals to provide educational opportunities which will prepare minority students for significant participation in society.

Spelman has taken its partnership with the Title III program seriously and has demonstrated its commitment to that partnership by sustaining each programmatic area instituted and/or enhanced with the aid of the Title III Program beyond the termination of the grant period.

During the early years of our Title III partnership, Spelman was able to establish and refine administrative units. The offices of Personnel Relations, Admissions, Freshmen Studies, and Institutional Research were developed to improve the overall management of the College's operations.

Some of the specific accomplishments of these administrative units which significantly contributed to the College's stability are:

The reduction of employment turnover and increased opportunities for employee training;

An increase in student enrollment and improved quality of entering students;

A more effective student support system resulting in a lower freshmen attrition rate;

Systematic data collection procedures and an academic evaluation process; and

A management information system in all administrative offices.

In conjunction with the improvement of Spelman's management systems, the Title III program further assisted in the restructuring of the academic component of the College along divisional, rather than departmental lines which provided for the effective utilization of resources. The creation of five academic divisions helped to promote Spelman's interdisciplinary approach to the liberal arts. The scope of Title III funding also included provisions for faculty development which resulted in an increased number of existing faculty being able to obtain terminal degrees. The strengthening of the academic divisions had a major impact on the College's credentials for reaccreditation. The College is indeed vastly different from what it was just five years ago, due in part to past Title III support for critically important planning, administrative and academic programs.

The dramatic shift in student and programmatic needs are currently being addressed by a Special Needs Program grant. This important funding is being used to implement the goals and objectives of the College's long-range plan to strengthen the curriculum through the use of high technology; to improve competencies in basic skills and to provide a supportive academic environment conducive to learning. These objectives are being met by six sorely needed programs that serve to better position Spelman in the mainstream of American higher education.

The six projects outlined below come together as a whole in their relationship to the College's total curriculum, its long range plan, its mission and goals:

The Computer and Information Science Program provides for the development of a computer science major and minor sequence for the first time at Spelman College. A computer literacy course has also been developed as a core requirement for all students. The overall thrust of the program is supported by an academic computer laboratory which serves students and faculty members who integrate computer programs into their courses.

Curriculum development/computer applications in the social sciences brings about major curriculum revision and reform in all five departments in the Division of Social Sciences. In just two years, the activity has increased the number of faculty members who use computers for instructional and research purposes from 2 to 14. During this period, the activity has also increased the number of courses which offer computer activities from 2 to 10. The rapid increase in the breadth and depth of faculty development in computer applications and the Social Sciences microcomputer laboratory were made possible by the availability of Title III funds. By the end of the grant period approximately 20 courses in the Division will include computer applications. This activity is also supported by a well-equipped microcomputer laboratory.

Strengthening developmental reading and mathematical skills programs greatly enhance the key basic skills programs in reading and mathematics at the College. The program activities support curriculum and faculty development through the use of computer assisted instruction. These two basic skills programs so critical to insuring success in all academic areas have been able to serve a greater number of students as a result of Title III funding.

Curriculum improvement for the biology major supports Spelman's objective of increasing opportunities for and enlarging the number of minority women who pursue medical and scientific careers. The equipment necessary to provide advanced seminars and practica in electron-microscopy was made possible with Title III funding. The Department of Education's support has been critical to our ability to remain the nation's sixth ranking undergraduate institution providing black women physicians.

The comprehensive writing program has benefited greatly from Title III funding. Without assistance the College would not have been able to systematically train faculty in the modern methods for teaching writing or in the cross-disciplinary strategies for enhancing writing skills. Title III has also had a significant impact on raising writing skills expectations to a more conscious level for faculty and students as evidenced by course syllabi and assignment sheets. Faculty and students have increasingly utilized the Writing Center services and resources which were provided by the Institutional Aid Program.

The living-learning program for students has been most exemplary of the impact of Title III funding campus wide. This activity seeks to establish a supportive and innovative co-curricular environment for students in the College's residence halls. Designed to integrate cognitive and affective learning experiences in the dormitories and to complement and undergird academic and classroom instruction, the program has grown from 78 students to 753 participants and is being piloted in each residence facility on the campus. Moreover, the program has generated enthusiasm and the participation of over 43 faculty members across the disciplines who come together as faculty mentors to plan and implement the innovative programs for student residents.

The support we have received under the Department of Education's Institutional Aid Program has been the focal point of the institutional strengthening which has allowed the College to remain viable and vital. Our viability and vitality are constantly measured through the process of defining goals and taking the steps necessary to develop institutional priorities and mandates with a clear vision of what a liberal arts education must do for students who will go forth to excel in a complex and highly competitive world. Although great strides have been made, our goal of becoming fully developed remains a moving target which we are determined to overtake.

Throughout the academic community, Spelman has gained a reputation for being self critical and for devoting a great deal of time and energy to the process of planning and evaluation. Our history as a traditionally black college has proven that good intentions and perserverance simply have not been and will not be enough to move our institution from the rocky road of survival to the position needed to effectively sustain our quest for excellence.

If we are to maintain the high academic and administrative standards initiated with the assistance of Title III funding; if we are to respond, with vigor, to today's increasingly sophisticated technological challenges; if we are to be a viable institution dedicated to the education of young black women for leadership roles; then we must continue to plan creatively, work hard and attract the necessary financial resources with which to undergird our efforts. While we are on the treshold of making a coherent vision a long-sought reality, Spelman's present and future institutional strength is dependent upon the continued involvement and support from the Department of Education's Institutional Aid Program.

With deep commitment to the mission of historically black colleges and universities and a firm resolve to improving the lot of deserving young black students, we strongly urge that the Higher Education Reauthorization Act be approved in both houses of Congress and by the President with major appropriations to the Title III Program. We also urge that provisions be made for the black colleges and universities that have reached the first rungs in their upward climb toward development where there is yet much institutional strengthening to be done in such areas as research equipment and facilities, library acquisitions, archival organization, capital improvements and endowments.

Mr. OWENS. I want to thank all of you for being here today. I am to announce that we would like, shortly after we adjourn here, for the Members of Congress, staff assistants, UNCF representatives, Education Braintrust members, all to go to the library board room. I think it is out that door. Go to the library board room to await assistance with lunch and transportation.

Thank you again for coming and the hearing is hereby adjourned.

[Additional material submitted for the record follows:]

I

99TH CONGRESS
1ST SESSION

H. R. 2907

To strengthen programs under title III of the Higher Education Act of 1965, relating to institutional aid, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

JUNE 27, 1985

Mr. HAWKINS introduced the following bill; which was referred to the Committee on Education and Labor

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A BILL

To strengthen programs under title III of the Higher Education Act of 1965, relating to institutional aid, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Institutional Aid Act of 1985".

SEC. 2. Title III of the Higher Education Act of 1965 is amended to read as follows:

"TITLE III—INSTITUTIONAL AID

"FINDINGS AND PURPOSES

"SEC. 301. (a) FINDINGS.—The Congress finds that—

"(1) many institutions of higher education in this era of declining enrollments and scarce resources face problems which threaten their ability to survive;

"(2) the problems relate to the management and fiscal operations of certain institutions of higher education, as well as to an inability to engage in long-range planning, recruitment activities, and development activities;

"(3) the title III program prior to 1985 did not always meet the specific development needs of historically black colleges and universities and other institutions with large concentrations of minority, low-income students;

"(4) the solution of the problems of these institutions would enable them to become viable, thriving institutions of higher education;

"(5) providing a minimum level of assistance to each category of eligible institutions will assure the continued participation of the institutions in the program established in title III and enhance their role in providing access to low-income and minority students; and

"(6) these institutions play an important role in the American system of higher education, and there is a strong national interest in assisting them in solving their problems and in stabilizing their management and fiscal operations.

"(b) PURPOSE.—It is the purpose of this title to assist such institutions through a program of Federal assistance.

"PART A—STRENGTHENING INSTITUTIONS

"PROGRAM PURPOSE

"SEC. 311. (a) GENERAL AUTHORIZATION.—The Secretary shall carry out a program, in accordance with this part, to improve the academic quality, institutional management, and fiscal stability of eligible institutions, in order to increase their self-sufficiency and strengthen their capacity to make a substantial contribution to the higher education resources of the Nation.

"(b) GRANTS AWARDED; SPECIAL CONSIDERATION.—From the sums available for this part under section 357(a)(1), the Secretary may award grants to any eligible institution with an application approved under section 351 in order to assist such an institution to plan, develop, or implement activities that promise to strengthen the institution. Special consideration shall be given to applications which propose, pursuant to the institution's plan, to engage in—

"(1) faculty development;

"(2) funds and administrative management;

"(3) development and improvement of academic programs;

"(4) acquisition of equipment for use in strengthening funds management and academic programs;

"(5) joint use of facilities such as libraries and laboratories; and

"(6) student services.

"DEFINITIONS

"SEC. 312. For purposes of this part:

"(1) The term 'educational and general expenditures' means the total amount expended by an institution of higher education for instruction, research, public service, academic support (including library expenditures), student services, institutional support, scholarships and fellowships, operation, and maintenance expenditures for the physical plant, and any mandatory transfers which the institution is required to pay by law.

"(2) The term 'eligible institution' means—

"(A) an institution of higher education—

"(i)(I) which, in the case of an institution which awards a bachelor's degree, has an enrollment which includes a substantial percentage of students receiving need-based assistance under title IV of this Act, the average amount of which assistance is high in comparison with the average amount of all assistance provided under such title to students at such institutions, unless this requirement is waived under section 352(a), and (II) which, in the case of junior or community colleges, has an enrollment which includes a substantial percentage of students receiving need-based assistance under title IV, the average amount of which assistance is high in comparison with the average amount of all assistance provided under such title to students at such institutions;

"(ii) except as provided in section 352(b), the average educational and general expenditures of which are low, per full-time equivalent undergraduate student, in comparison with the average educational and general expenditures per full-time equivalent undergraduate student of institutions that offer similar instruction;

"(iii)(I) is legally authorized to provide, and provides within the State, an educational program for which it awards a bachelor's degree, or (II) is a junior or community college;

"(iv) is accredited by a nationally recognized accrediting agency or association determined by the Secretary to be reliable authority as to the quality of training offered or is, according to such an agency or association, making reasonable progress toward accreditation;

"(v) except as provided in section 352(b) has, during the five academic years preceding the academic year for which it seeks assistance under this part—

"(I) met the requirement of either subclause (iii)(I) or (iii)(II), or of both such subclauses (simultaneously or consecutively); and

"(II) met the requirement of subclause (iv); and

"(vi) meets such other requirements as the Secretary may prescribe;

"(B) any branch of any institution of higher education described under clause (A) which by itself satisfies the requirements contained in subclauses (i) and (ii) of such clause;

"(C) any institution of higher education which has an enrollment of which at least 20 percent are Mexican American, Puerto Rican, Cuban, or other Hispanic students, or combination thereof, and which also satisfies the requirements of subclauses (i) and (ii) of such clause;

"(D) any institution of higher education which has an enrollment of at least 60 percent American Indian, Alaska Native or Aleut, or combination thereof, and which also satisfies the requirements of subclauses (i) and (ii) of such clause; and

"(E) any institution of higher education which has an enrollment of which at least 5 percent are Native Hawaiian, American Samoan, Micronesian, Guamian (Chamorro), and Northern Marianian, or any combination thereof, and which also satisfies the requirements of subclauses (i) and (ii) of such clause.

For purposes of the determination of whether an institution is an eligible institution under this paragraph, the factor described under clause (A)(i) shall be given twice the weight of the factor described under clause (A)(ii).

"(3) The term 'full-time equivalent students' means the sum of the number of students enrolled full time at an institution, plus the full-time equivalent of the number of students enrolled part time (determined on the basis of the quotient of the sum of the credit hours of all part-time students divided by 12) at such institution.

"(4) The term 'junior or community college' means an institution of higher education—

"(A) that admits as regular students persons who are beyond the age of compulsory school attendance in the State in which the institution is located and who have the ability to benefit from the training offered by the institution;

"(B) that does not provide an educational program for which it awards a bachelor's degree (or an equivalent degree); and

"(C) that—

"(i) provides an educational program of not less than two years that is acceptable for full credit toward such a degree, or

"(ii) offers a two year program in engineering, mathematics, or the physical or biological sciences, designed to prepare a student to work as a technician or at the semiprofessional level in engineering, scientific, or other technological fields requiring the understanding and application of basic engineering, scientific, or mathematical principles of knowledge.

"DURATION OF GRANT

"SEC. 313. (a) GENERAL RULE.—The Secretary may award a grant to an eligible institution under this part for—

"(1) not to exceed three years, or

"(2) not less than four nor more than seven years, subject for each fiscal year to the availability of appropriations therefor.

The Secretary shall not accept the application of an eligible institution for a grant under both clauses (1) and (2) for a fiscal year.

"(b) LIMITATION.—The Secretary shall not award a grant under this part to an eligible institution that has, for any prior fiscal year, exhausted its seven years of eligibility under subsection (a)(2), except as provided in section 352(c).

"(c) EXCEPTION.—Notwithstanding subsection (a), the Secretary may award a grant to an eligible institution under this part for a period of one year for the purpose of assisting such institution in the preparation of plans and applications under this part.

"PART B—STRENGTHENING HISTORICALLY BLACK COLLEGES AND UNIVERSITITES

"FINDINGS AND PURPOSES

"SEC. 321. The Congress finds that—

"(1) the historically black colleges and universities have contributed significantly to the effort to attain equal opportunity through postsecondary education for black, low-income, and educationally disadvantaged Americans;

"(2) States and the Federal Government have discriminated in the allocation of land and financial resources to support black public institutions under the Morrill Act of 1862 and its progeny, and against public and private black colleges and universities in the award of Federal grants and contracts, and the distribution of Federal resources under the Higher Education Act of 1965 and other Federal programs which benefit institutions of higher education;

"(3) the current state of black colleges and universities is partly attributable to the discriminatory action of the States and the Federal Government and this discriminatory action requires the remedy of enhancement of black postsecondary institutions to ensure their continuation and participation in fulfilling the Federal mission of equality of educational opportunity; and

"(4) financial assistance to establish or strengthen the physical plants, financial management, academic resources, and endowments of the historically black colleges and universities are appropriate methods to enhance these institutions and facilitate a decrease in reliance on governmental financial support and to encourage reliance on endowments and private sources.

"DEFINITIONS

"SEC. 322. For the purposes of this part:

"(1) The term 'graduate' means an individual who has attended an institution for at least three semesters and fulfilled academic requirements for undergraduate studies in not more than five consecutive school years.

"(2) The term 'part B institution' means any historically black college or university that was established prior to 1964 and whose principal mission was, and is, the education of black Americans.

"(3) The term 'Pell Grant recipient' means a recipient of financial aid under title IV, part A, subpart 1 of the Higher Education Act of 1965.

"(4) The term 'professional and academic areas in which blacks are underrepresented' shall be determined by the Administrator of the National Center for Education Statistics and the Commissioner of the Bureau of Labor Statistics, on the basis of the most recent available satisfactory data, as professional and academic areas in which the percentage of black Americans who have been educated, trained, and employed is less than the percentage of blacks in the general population.

"(5) The term 'school year' means the period of 12 months beginning July 1 of any calendar year and ending June 30 of the following calendar year.

"GRANTS TO INSTITUTIONS

"SEC. 323. (a) GENERAL AUTHORIZATION; USES OF FUNDS.—From amounts available in any fiscal year the Secretary shall make grants (under section 324) to institutions which have applications approved by the Secretary (under section 325) for any of the following uses:

"(1) Purchase, rental, or lease of scientific or laboratory equipment for educational purposes, including instructional and research purposes.

"(2) Construction, maintenance, renovation, and improvement in classroom, library, laboratory, and other instructional facilities.

"(3) Support of faculty exchanges and faculty fellowships to assist in attaining advanced degrees in their field of instruction.

"(4) Academic instruction in disciplines in which black Americans are underrepresented.

"(5) Purchase of library books, periodicals, microfilm, and other educational materials.

"(6) Tutoring, counseling, and student service programs designed to improve academic success.

"(b) LIMITATION.—No grant may be made under this Act for any educational program, activity, or service related to sectarian instruction or religious worship, or provided by a school or department of divinity. For purposes of this subsection, the term 'school or department of divinity' means an institution whose program is specifically for the education of students to prepare them to become ministers of religion or to enter upon some other religious vocation, or to prepare them to teach theological subjects.

"ALLOTMENTS TO INSTITUTIONS

"SEC. 324. (a) ALLOTMENT; PELL GRANT BASIS.—From the amounts appropriated to carry out this part for any fiscal year, the Secretary shall allot to each part B institution a sum which bears the same ratio to one-half that amount as the number of Pell grant recipients in attendance and in good standing at such institution at the end of the school year preceding the beginning of that fiscal year bears to the total number of Pell Grant recipients at all part B institutions.

"(b) ALLOTMENT; GRADUATES BASIS.—From the amounts appropriated to carry out this part for any fiscal year, the Secretary shall allot to each part B institution a sum which bears the same ratio to one-fourth that amount as the number of graduates for such school year at such institution bears to the total number of graduates for such school year at all part B institutions.

"(c) ALLOTMENT; GRADUATE AND PROFESSIONAL STUDENT BASIS.—From the amounts appropriated to carry out this part for any fiscal year, the Secretary shall allot to each part B institution a sum which bears the same ratio to one-fourth that amount as the number of graduates, who are admitted to and in attendance at a graduate or professional school in a degree program in disciplines in which blacks are underrepresented, bears to the number of such graduates for all part B institutions.

"(d) REALLOTMENT.—The amount of any part B institution's allotment under subsections (a), (b), or (c) for any fiscal year which the Secretary determines will not be required for such institution for the period such allotment is available shall be available for reallotment from time to time on such date during such period as the Secretary may determine to other part B institutions in proportion to the original allotment to such other institutions under this section for such fiscal year.

"(e) SPECIAL RULE.—In any fiscal year that the Secretary determines that Howard University or the University of the District of Columbia will receive an allotment under subsections (b) and (c) of this section which is not in excess of amounts received by Howard University under the Act of March 2, 1867 (14 Stat. 438; 20 U.S.C. 123), relating to annual authorization of appropriations for Howard University, or by the University of the District of Columbia under the District of Columbia Self-Government and Governmental Reorganization Act (87 Stat. 774) for such fiscal year, then

Howard University and the University of the District of Columbia, as the case may be, shall be ineligible to receive an allotment under this section.

"APPLICATIONS

"SEC. 325. (a) CONTENTS.—No part B institution shall be entitled to its allotment of Federal funds for any grant under section 324 for any period unless that institution submits an application to the Secretary at such time, in such manner, and containing or accompanied by such information, as the Secretary may reasonably require. Each such application shall—

"(1) provide that the payments under this Act will be used for the purposes set forth in section 322; and

"(2) provide for making an annual report to the Secretary and for auditing the books and monitoring expenditures as may be reasonably required to carry out this Act.

"(b) APPROVAL.—The Secretary shall approve any application which meets the requirements of subsection (a) and shall not disapprove any application submitted under this title, or any modification thereof, without first affording such institution reasonable notice and opportunity for a hearing.

"PROFESSIONAL OR GRADUATE INSTITUTIONS

"SEC. 326. (a) GENERAL AUTHORIZATION.—(1) Subject to the availability of funds appropriated to carry out this section, the Secretary shall award program grants to each of the postgraduate institutions listed in subsection (e) that is determined by the Secretary to be making a substantial contribution to the legal, medical, dental, veterinary or other graduate education opportunities for black Americans.

"(2) No grant in excess of $500,000 may be made under this section unless the postgraduate institution provides assurances that 50 per centum of the cost of the purposes for which the grant is made will be paid from non-Federal sources.

"(b) DURATION.—Grants shall be made for a period not to exceed five years. No more than two five-year grants (for a period of not more than ten years) may be made to any one undergraduate or postgraduate institution.

"(c) USES OF FUNDS.—A grant under this section may be used for—

"(1) any of the purposes enumerated under section 323;

"(2) to establish or improve a development office to strengthen and increase contributions from alumni and the private sector; and

"(3) to assist in the establishment or maintenance of an institutional endowment to facilitate financial independence pursuant to section 333 of this title.

"(d) APPLICATION.—Any institution eligible for a grant under this section shall submit an application which—

"(1) provides evidence that funds will be available to the applicant to match funds that the Secretary is requested to make available to the institution as such a grant;

"(2) demonstrates how the grant funds will be used to improve graduate educational opportunities for black and low-income students, and lead to greater financial independence; and

"(3) provides, in the case of applications for grants in excess of $500,000, the assurances required by subsection (a)(2) and specifies the manner in which the eligible institution is going to pay the non-Federal share of the cost of the application.

"(e) ELIGIBLE PROFESSIONAL OR GRADUATE INSTITUTIONS.—Independent professional or graduate institutions eligible for grants under subsection (a) include—

"(1) Morehouse School of Medicine;

"(2) Meharry Medical School;

"(3) Charles R. Drew Postgraduate Medical School;

"(4) Atlanta University; and

"(5) Tuskegee Institute School of Veterinary Medicine.

"REPORTING AND AUDIT REQUIREMENTS

"SEC. 327. (a) RECORDKEEPING.—Each recipient of a grant under this Act shall keep such records as the Secretary shall prescribe, including records which fully disclose—

"(1) the amount and disposition by such recipient of the proceeds of such assistance,

"(2) the cost of the project or undertaking in connection with which such assistance is given or used,

"(3) the amount of that portion of the cost of the project or undertaking supplied by other sources, and

"(4) such other records as will facilitate an effective audit.

"(b) REPAYMENT OF UNEXPENDED FUNDS.—Any funds paid to an institution and not expended or used for the purposes for which paid within ten years following the date of enactment of this Act shall be repaid to the Treasury of the United States.

"PENALTIES

"SEC. 328. Whoever, being an officer, director, agent, or employee of, or connected in any capacity with, any recipient of Federal financial assistance or grant pursuant to this Act embezzles, willfully misapplies, steals, or obtains by fraud any of the funds which are the subject of such grant or assistance, shall be fined not more than $10,000 or imprisoned for not more than two years, or both.

"PART C—CHALLENGE GRANTS FOR INSTITUTIONS ELIGIBLE FOR ASSISTANCE UNDER PART A OR PART B

"ESTABLISHMENT OF CHALLENGE GRANT PROGRAM

"SEC. 331. (a) GENERAL AUTHORIZATION; ELIGIBILITY.—(1) From the sums available under section 357(a)(3) for each fiscal year, the Secretary may award a challenge grant to each institution—

"(A) which is an eligible institution under part A or would be considered to be such an institution if section 312(2)(A)(iii) referred to a postgraduate degree rather than a bachelor's degree; or

"(B) which is an institution under part B or would be considered to be such an institution if section 324 referred to a postgraduate degree rather than a baccalaureate.

"(2) The Secretary may waive the requirements set forth in subparagraphs (A) and (B) of paragraph (1) with respect to a postgraduate degree in the case of any institution otherwise eligible under such paragraph for a challenge grant upon determining that the institution makes a substantial contribution to medical education opportunities for minorities and the economically disadvantaged.

"(b) DURATION OF GRANT.—The Secretary may make a grant under this section for a period of not more than five years, subject to annual appropriations.

"APPLICATIONS FOR CHALLENGE GRANTS

"SEC. 332. (a) CONTENTS.—Any institution eligible for a challenge grant under section 331(a) may apply for such a grant under section 351, except that the application for the purpose of this part shall—

"(1) provide evidence that funds are currently available to the applicant to match funds that the Secretary is requested to make available to the institution as a challenge grant;

"(2) in the case of an application by a public institution, contain the recommendations of an appropriate State agency responsible for higher education in the State, or provide evidence that the institution requested the State agency to comment but the State agency failed to comment; and

"(3) in the case of an application by an institution described under section 331(a)(1)(B), demonstrate how challenge grant funds will be used to achieve financial independence.

"(b) NOTICE OF APPROVAL.—Not later than April 1 of the fiscal year preceding the fiscal year in which any grant is to be made under this part, the Secretary shall determine which institutions will receive challenge grants under this part and notify the institutions of the amount of the grant.

"(c) PREFERENCE.—In approving applications for grants under this part, preference shall be given to institutions which are receiving, or have received, grants under part A or part B.

"CHALLENGE GRANTS

"SEC. 333. (a) PURPOSE; DEFINITIONS.—(1) The purpose of this section is to establish a program to provide matching grants to eligible institutions of higher education in order to establish or increase endowment funds at such institutions, to provide additional incentives to promote fundraising activities by such institutions, and to foster increased independence and self-sufficiency at such institutions.

"(2) For purposes of this section:

"(A) The term 'endowment fund' means a fund established by State law, by an institution of higher education, or by a foundation which is exempt from taxation and is maintained for the purpose of generating income for the support of the institution, but which shall not include real estate.

"(B) The term 'endowment fund corpus' means an amount equal to the grant or grants awarded under this section plus an amount equal to such grant or grants provided by the institution.

"(C) The term 'endowment fund income' means an amount equal to the total value of the endowment fund established under this section minus the endowment fund corpus.

"(b) GRANTS AUTHORIZED.—(1) From sums available for this section under section 357, the Secretary is authorized to award challenge grants to eligible institutions of higher education to establish or increase an endowment fund at such institution. Such grants shall be made only to eligible institutions described in paragraph (4) whose applications have been approved pursuant to subsection (g).

"(2) No institution shall receive a grant under this section, unless such institution has deposited in its endowment fund established under this section an amount equal to the amount of such grant. The source of funds for this institutional match shall not include Federal funds or funds from an existing endowment fund.

"(3) The period of a grant under this section shall be not more than twenty years. During the grant period, an institution may not withdraw or expend any of the endowment fund corpus. After the termination of the grant period, an institution may use the endowment fund corpus plus any endowment fund income for any educational purpose.

"(4)(A) An institution of higher education is eligible to receive a grant under this section if it is an eligible institution as described in section 331(a)(1).

"(B) No institution shall be ineligible for a challenge grant for a fiscal year by reason of the previous receipt of such a grant but no institution shall be eligible to receive such a grant for more than two fiscal years out of any period of five consecutive fiscal years.

"(5) A challenge grant under this section to an eligible institution year shall—

"(A) not be less than $50,000 for any fiscal year; and

"(B) not be more than (i) $250,000 for fiscal year 1987; or (ii) $500,000 for fiscal year 1988 or any succeeding fiscal year.

"(6)(A) An eligible institution may designate a foundation, which was established for the purpose of raising money for the institution, as the recipient of the grant awarded under this section.

"(B) The Secretary shall not award a grant to a foundation on behalf of an institution unless—

"(i) the institution assures the Secretary that the foundation is legally authorized to receive the endowment fund corpus and is legally authorized to administer the fund in accordance with this section and any implementing regulations;

"(ii) the foundation agrees to administer the fund in accordance with the requirements of this section and any implementing regulation; and

"(iii) the institution agrees to be liable for any violation by the foundation of the provisions of this section and any implementing regulations, including any monetary liability that may arise as a result of such violation.

"(c) GRANT AGREEMENT; ENDOWMENT FUND PROVISIONS.—(1) An institution awarded a grant under this section shall enter into an agreement with the Secretary containing satisfactory assurances that it will (A) immediately comply with the matching requirements of subsection (b)(2), (B) establish an endowment fund independent of any other such fund of the institution, (C) invest the endowment fund corpus, and (D) meet the other requirements of this section.

"(2)(A) An institution shall invest the endowment fund corpus and endowment fund income in low-risk securities in which a regulated insurance company may invest under the law of the State in which the institution is located such as a federally insured bank savings account or comparable interest bearing account, certificate of deposit, money market fund, mutual fund, or obligations of the United States.

"(B) The institution, in investing the endowment fund established under this section, shall exercise the judgment and care, under the circumstances then prevailing, which a person of prudence, discretion, and intelligence would exercise in the management of his or her own affairs.

"(3)(A) An institution may withdraw and expend the endowment fund income to defray any expenses necessary to the operation of such college, including expenses of operations and maintenance, administration, academic and support personnel, construction and renovation, community and student services programs, and technical assistance.

"(B)(i) Except as provided in clause (ii), an institution may not spend more than 50 percent of the total aggregate endowment fund income earned prior to the time of expenditure.

"(ii) The Secretary may permit an institution to spend more than 50 percent of the endowment fund income notwithstanding clause (i) if the institution demonstrates such an expenditure is necessary because of (I) a financial emergency, such as a pending insolvency or temporary liquidity problem; (II) a life-threatening situation occasioned by a natural disaster or arson; or (III) any other unusual occurrence or exigent circumstance.

"(d) Repayment Provisions.—(1) If at any time an institution withdraws part of the endowment fund corpus, the institution shall repay to the Secretary an amount equal to 50 percent of the withdrawn amount, which represents the

Federal share, plus income earned thereon. The Secretary may use such repaid funds to make additional challenge grants, or to increase existing endowment grants, to other eligible institutions.

"(2) If an institution expends more of the endowment fund income than is permitted under subsection (c), the institution shall repay the Secretary an amount equal to 50 percent of the amount improperly expended (representing the Federal share thereof). The Secretary may use such repaid fund to make additional challenge grants, or to increase existing challenge grants, to other eligible institutions.

"(e) AUDIT INFORMATION.—An institution receiving a grant under this section shall provide to the Secretary (or a designee thereof) such information (or access thereto) as may be necessary to audit or examine expenditures made from the endowment fund corpus or income in order to determine compliance with this section.

"(f) SELECTION CRITERIA.—In selecting eligible institutions for grants under this section for any fiscal year, the Secretary shall—

"(1) give priority to an applicant which is a recipient of a grant made under part A or B of this title during the academic year in which the applicant is applying for a grant under this section; and

"(2) give priority to an applicant with a greater need for such a grant, based on the current market value of the applicant's existing endowment in relation to the number of full-time equivalent students enrolled at such institution;

"(3) consider—

"(A) the effort made by the applicant to build or maintain its existing endowment fund; and

"(B) the degree to which an applicant proposes to match the grant with nongovernmental funds.

"(g) APPLICATION.—Any institution which is eligible for assistance under this section may submit to the Secretary a grant application at such time, in such form, and containing such information as the Secretary may prescribe. Subject to the availability of appropriations to carry out this section and consistent with the requirement of subsection (f), the Secretary may approve an application for a grant if an institution, in its application, provides adequate assurances that it will comply with the requirements of this section.

"(h) TERMINATION AND RECOVERY PROVISIONS.—(1) After notice and an opportunity for a hearing, the Secretary may terminate and recover a grant awarded under this section if the grantee institution—

"(A) expends portions of the endowment fund corpus or expends more than the permissible amount of the endowment funds income as prescribed in subsection (c)(3);

"(B) fails to invest the endowment fund in accordance with the investment standards set forth in subsection (c)(2); or

"(C) fails to properly account to the Secretary concerning the investment and expenditures of the endowment funds.

"(2) If the Secretary terminates a grant under paragraph (1), the grantee shall return to the Secretary an amount equal to the sum of each original grant under this section plus income earned thereon. The Secretary may use such repaid funds to make additional endowment grants, or to increase existing challenge grants, to other eligible institutions under this part.

"PART D—RESERVATION FOR HISPANIC, NATIVE AMERICAN, AND PACIFIC BASIN INSTITUTIONS

"STATEMENT OF FINDINGS AND PURPOSE

"SEC. 341. (a) FINDINGS.—The Congress finds that—

"(1) Hispanic students in the United States are overwhelmingly concentrated in public postsecondary institutions, especially in two-year community colleges;

"(2) Hispanic and Native American, including Native American Pacific Islander, students rarely transfer to a four-year institution of higher education, after receiving an associate degree, and often do not complete the requirements for a baccalaureate degree even when they enroll in a four-year institution;

"(3) Native American students are the most grossly, underrepresented of all American minorities in higher education, constituting one-half of 1 percent of all students, and 0.3 percent of those receiving degrees; and Hispanics comprise 3 percent of all students in higher education, with less than 3 percent receiving bachelors, masters, and Ph.D degrees;

"(4) Native Hawaiians represent less than 5 percent of the population of Hawaii who hold a college degree; less than 25 percent of the traditional college-age population actually attends college, although in some of the Pacific Basin territories fewer than 20 percent (Northern Mariana Islands) actually complete more than a high school education, a single community college may be the only form of postsecondary education available on the island, and many teachers possess an associate's degree or less; and literacy rates in both English and the native language ranks far-below national averages; and

"(5) the special problems of providing higher education opportunities for Puerto Ricans in the Commonwealth of Puerto Rico require separate attention and different solutions than those which relate to Hispanics in the United States.

"(b) PURPOSE.—It is therefore the purpose of this Act to provide a set-aside to address the special needs of Hispanic, Native American, and Pacific Basin students, when they constitute a significant portion of the institutional student population.

"RESERVATION FROM PART A APPROPRIATION

"SEC. 342. Of the sums appropriated under section 357(a)(1) for any fiscal year for part A, the Secretary shall make available for use for the purpose of such part—

"(1) not less than $15,000,000 or 20 percent of such sums, whichever is greater, for Hispanic institutions, as defined in section 312(2)(C);

"(2) not less than $5,000,000 or 5 percent of such sums, whichever is greater, for Native American, Native Alaskan, or Aleut institutions, as defined in section 312(2)(D); and

"(3) not less than $5,000,000 or 5 percent of such sums, whichever is greater, for institutions serving Native American Pacific Islanders, including Native Hawaiians residing in the Pacific Basin, including the State of Hawaii, as defined in section 312(2)(E).".

"USES OF FUNDS

"SEC. 343. Funds made available under section 342 may be used for—

"(1) faculty development, including fellowship assistance to encourage qualified candidates to pursue masters and terminal degrees and return to the institution;

"(2) the acquisition of equipment and library resources which assist in instruction and research;

"(3) institutional partnerships which assist development and facilitate student transition to baccalaureate study, in the case of two-year institutions;

"(4) student services, with special emphasis on retention and transition in the case of two-year institutions;

"(5) management of institutional funds and funds authorized under title IV of this Act; and

"(6) any other activity, approved by the Secretary, which would assist the institution in carrying out the purposes of this part or assist the institution to achieve the objectives of its five-year plan.

"PART E—GENERAL PROVISIONS

"APPLICATIONS FOR ASSISTANCE

"SEC. 351. (a) APPLICATION REQUIRED; APPROVAL.—Any institution which is eligible for assistance under this title shall submit to the Secretary an application for assistance at such time, in such form, and containing such information, as may be necessary to enable the Secretary to evaluate its need for assistance. Subject to the availability of appropriations to carry out this title, the Secretary may approve an application for a grant under this title if the application meets the requirements of subsection (b) and shows that the applicant is eligible for assistance in accordance with the part of this title under which the assistance is sought.

"(b) CONTENTS.—An institution, in its application for a grant, shall—

"(1) set forth, or describe how it will develop, a comprehensive development plan to strengthen the institution's academic quality and institutional management, and otherwise provide for institutional self-sufficiency and growth (including measurable objectives for the institution and the Secretary to use in monitoring the effectiveness of activities under this title);

"(2) set forth policies and procedures to ensure that Federal funds made available under this title for any fiscal year will be used to supplement and, to the extent practical, increase the funds that would otherwise be made available for the purposes of section 311(b) or 323, and in no case supplant those funds;

"(3) set forth policies and procedures for evaluating the effectiveness in accomplishing the purpose of the activities for which a grant is sought under this title;

"(4) provide for such fiscal control and fund accounting procedures as may be necessary to ensure proper disbursement of and accounting for funds made available to the applicant under this title;

"(5) provide (A) for making such reports, in such form and containing such information, as the Secretary may require to carry out the functions under this title, including not less than one report annually setting forth the institution's progress toward achieving the objectives for which the funds were awarded, and (B) for keeping such records and affording such access thereto, as the Secretary may find necessary to assure the correctness and verification of such reports;

"(6) provide that the institution will comply with the limitations set forth in section 356;

"(7) describe in a comprehensive manner any proposed project for which funds are sought under the application and include—

"(A) a description of the various components of the proposed project, including the estimated time required to complete each such component;

"(B) in the case of any development project which consists of several components (as described by the applicant pursuant to subparagraph (A)), a statement identifying those components which, if separately funded, would be sound investments of Federal funds and those components which would be sound investments of Federal funds only if funded under this title in conjunction with other parts of the development project (as specified by the applicant);

"(C) an evaluation by the applicant of the priority given any proposed project for which funds are sought in relation to any other projects for which funds are sought by the applicant under this title, and a similar evaluation regarding priorities among the components of any single proposed project (as described by the applicant pursuant to subparagraph (A));

"(D) in the case of a request for an award for a period of more than one year, a statement of reasons explaining why funds are necessary for each year of such period and why a single year award would be inadequate;

"(E) information explaining the manner in which the proposed project will assist the applicant to prepare for the critical financial problems that all institutions of higher education will face during the subsequent decade as a result of declining enrollment, increased energy costs, and other problems;

"(F) a detailed budget showing the manner in which funds for any proposed project would be spent by the applicant; and

"(G) a detailed description of any activity which involves the expenditure of more than $25,000, as identified in the budget referred to in subparagraph (F); and

"(8) include such other information as the Secretary may prescribe.

"(c) PRIORITY CRITERIA PUBLICATION REQUIRED.—The Secretary shall publish in the Federal Register, pursuant to chapter 5 of title 5, United States Code, all policies and procedures required to exercise the authority set forth in subsection (a). No other criteria, policies, or procedures shall apply.

"(d) **Eligibility Data.**—The Secretary shall use the most recent and relevant data concerning the number and percentage of students receiving need-based assistance under title IV of this Act in making eligibility determinations under section 312 and shall advance the base-year forward following each annual grant cycle.

"WAIVER AUTHORITY AND REPORTING REQUIREMENT

"Sec. 352. (a) **Waiver Requirements; Need-Based Assistance Students.**—The Secretary shall waive the requirements set forth in section 312(2)(A)(i)(I) in the case of an institution (1) which is extensively subsidized by the State in which it is located and charges low or no tuition; (2) which serves a substantial number of low- and middle-income students as a percentage of its total student population; (3) which is contributing substantially to increasing higher education opportunities for black Americans, Hispanic Americans, Native Americans, Native American Pacific Islanders, including Native Hawaiians, who are low-income individuals; or (4) which is substantially increasing higher educational opportunities for individuals in rural or other isolated areas which are unserved by postsecondary institutions.

"(b) **Waiver Determinations; Expenditures.**—(1) The Secretary may waive the requirements set forth in section 312(2)(A)(ii) if the Secretary determines, based on persuasive evidence submitted by the institution, that the institution's failure to meet that criterion is due to factors which, when used in the determination of compliance with such criterion, distort such determination, and that the institution's designation as an eligible institution under part A is otherwise consistent with the purposes of such parts.

"(2) The Secretary shall submit to the Congress each year a report concerning the institutions which, although not satisfying the criterion contained in section 312(2)(A)(ii), have been determined to be eligible institutions under part A or Hispanic Native American or Pacific Basin institutions under part D, as the case may be. Such report shall—

"(A) identify the factors referred to in paragraph (1) which were considered by the Secretary as factors that distorted the determination of compliance with sections 312(2)(A)(i) and (ii); and

"(B) contain a list of each institution determined to be an eligible institution under part A including a statement of the reasons for each such determination.

"(c) WAIVER DETERMINATIONS; AUTHORITY AND ACCREDITATION.—The Secretary may waive the requirement set forth in section 312(2)(v) in the case of an institution—

"(1) located on or near an Indian reservation or a substantial population of Indians, if the Secretary determines that the waiver will substantially increase higher education opportunities appropriate to the needs of American Indians;

"(2) wherever located, if the Secretary determines that the waiver will substantially increase higher education opportunities appropriate to the needs of Hispanic Americans or Native American Pacific Islanders, including Native Hawaiians;

"(3) wherever located, if the Secretary determines that the waiver will substantially increase higher education opportunities appropriate to the needs of individuals living in rural areas, whose needs are for the most part unserved by other postsecondary education institutions;

"(4) wherever located, if the Secretary determines that the waiver will substantially increase higher education opportunities appropriate to the needs of low-income individuals; or

"(5) wherever located, if the Secretary determines that the institution has traditionally served substantial numbers of black students.

"APPLICATION REVIEW PROCESS

"SEC. 353. (a) REVIEW PANEL.—(1) All applications submitted under this title by institutions of higher education shall be read by a panel of readers composed of individuals selected by the Secretary. The Secretary shall assure that no individual assigned under this section to review any application has any conflict of interest with regard to the application which might impair the impartiality with which the individual conducts the review under this section.

"(2) The Secretary shall take care to assure that representatives of historically black colleges, Hispanic institutions, Native American institutions, and Native American Pacific Islanders, including Native Hawaiians are included as readers.

"(3) All readers selected by the Secretary shall receive thorough instruction from the Secretary regarding the evaluation process for applications submitted under this title and consistent with the provisions of this title, including—

"(A) explanations and examples of the types of activities referred to in section 311(b) that should receive special consideration for grants awarded under part A and of the types of activities referred to in section 323 that should receive special consideration for grants awarded under part B;

"(B) an enumeration of the factors to be used to determine the quality of applications submitted under this title; and

"(C) an enumeration of the factors to be used to determine whether a grant should be awarded for a project under this title, the amount of any such grant, and the duration of any such grant.

"(b) RECOMMENDATIONS OF PANEL.—In awarding grants under this title, the Secretary shall take into consideration the recommendations of the panel made under subsection (a).

"(c) NOTIFICATION.—Not later than June 30 of each year, the Secretary shall notify each institution of higher education making an application under this title of—

"(1) the scores given the applicant by the panel pursuant to this section,

"(2) the recommendations of the panel with respect to such application, and

"(3) the reasons for the decision of the Secretary in awarding or refusing to award a grant under this title, and any modifications, if any, in the recommendations of the panel made by the Secretary.

"COOPERATIVE ARRANGEMENTS

"SEC. 354. (a) GENERAL AUTHORITY.—The Secretary may make grants to encourage cooperative arrangements—

"(1) with funds available to carry out part A, between institutions eligible for assistance under part A and between such institutions and institutions not receiving assistance under this title; or

"(2) with funds available to carry out part B, between institutions eligible for assistance under part B and institutions not receiving assistance under this title;

for the activities described in section 311(b) or section 323, as the case may be, so that the resources of the cooperating institutions might be combined and shared to achieve the purposes of such parts and avoid costly duplicative efforts and to enhance the development of part A and part B eligible institutions.

"(b) PRIORITY.—The Secretary shall give priority to grants for the purposes described under subsection (a) whenever the Secretary determines that the cooperative arrangement is geographically and economically sound or will benefit the applicant institution.

"(c) DURATION.—Grants to institutions having a cooperative arrangement may be made under this section for a period as determined under section 313.

"ASSISTANCE TO INSTITUTIONS UNDER OTHER PROGRAMS

"SEC. 355. (a) ASSISTANCE ELIGIBILITY.—Each institution which the Secretary determines to be an institution eligible under part A or an institution eligible under part B shall be eligible for waivers in accordance with subsection (b).

"(b) WAIVER APPLICABILITY.—(1) Subject to, and in accordance with, regulations promulgated for the purpose of this section, in the case of any application by an institution referred to in subsection (a) for assistance under any programs specified in paragraph (2), the Secretary is authorized, if such application is otherwise approvable, to waive any requirement for a non-Federal share of the cost of the program or project, or, to the extent not inconsistent with other law, to give, or require to be given, priority consideration of the application in relation to applications from other institutions.

"(2) The provisions of this section shall apply to any program authorized by title II, IV, VII, or VIII of this Act.

"(c) LIMITATION.—The Secretary shall not waive, under subsection (b), the non-Federal share requirement for any program for applications which, if approved, would require the expenditure of more than 10 percent of the appropriations for the program for any fiscal year.

"LIMITATIONS

"SEC. 356. The funds appropriated under section 357 may not be used—

"(1) for a school or department of divinity or any religious worship or sectarian activity;

"(2) for an activity that is inconsistent with a State plan for desegregation of higher education applicable to such institution;

"(3) for an activity that is inconsistent with a State plan of higher education applicable to such institution; or

"(4) for purposes other than the purposes set forth in the approved application under which the funds were made available to the institution.

"AUTHORIZATIONS OF APPROPRIATIONS

"SEC. 357. (a) AUTHORIZATIONS.—(1) There are authorized to be appropriated to carry out part A $175,000,000 for the fiscal year 1987, $200,000,000 for the fiscal year 1988, $225,000,000 for the fiscal year 1989, $250,000,000 for the fiscal year 1990, and $275,000,000 for the fiscal year 1991.

"(2)(A) There are authorized to be appropriated to carry out part B (other than section 326) $110,000,000 for the fiscal year 1987, $120,000,000 for the fiscal year 1988, $130,000,000 for the fiscal year 1989, $140,000,000 for the fiscal year 1990, and $150,000,000 for the fiscal year 1991.

"(B) There are authorized to be appropriated to carry out section 326 such sums as may be necessary for fiscal year 1987 and for each fiscal year ending prior to October 1, 1991.

"(3) There are authorized to be appropriated to carry out part C $50,000,000 for the fiscal year 1987, $60,000,000 for the fiscal year 1988, $70,000,000 for the fiscal year 1989, $80,000,000 for the fiscal year 1990, and $100,000,000 for the fiscal year 1991.

"(b) USE OF MULTIPLE YEAR AWARDS.—In the event of a multiple year award to any institution under this title, the Secretary shall make funds available for such award from funds appropriated for this title for the fiscal year in which such funds are to be used by the recipient.

"(c) Reservation of Funds.—Of the sums appropriated under subsection (a)(1) for any fiscal year for part A, the Secretary shall make available to use for the purposes of each such part—

"(1) not less than 30 percent to institutions that are junior or community colleges,

"(2)(A) not less than $15,000,000, or 20 percent, whichever is greater, for Hispanic institutions as defined in section 312(2)(C),

"(B) not less than $5,000,000 or 5 percent whichever is greater, for Native American, Native Alaskan, or Aleut institutions as defined in section 312(2)(D), and

"(C) not less than $5,000,000 or 5 percent, whichever is greater, for Pacific Basin institutions as defined in section 312(2)(E), and

"(3) the remainder to institutions that plan to award a bachelor's degree during that year.".

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[Whereupon, at 1 p.m., the hearing was concluded.]

REAUTHORIZATION OF THE HIGHER EDUCATION ACT

Title III: Developing Institutions

Volume 6

THURSDAY, SEPTEMBER 19, 1985

House of Representatives,
Subcommittee on Postsecondary Education,
Committee on Education and Labor,
Washington, DC.

The subcommittee met at 2:05 p.m., pursuant to call, in room 311, Cannon House Office Building, Hon. William D. Ford (chairman of the subcommittee) presiding.

Present: Representatives Ford, Hayes, Bruce, Dymally, Penny, Hawkins (ex officio), Gunderson, and Petri.

Staff Present: Thomas R. Wolanin, staff director; Kristin Gilbert, clerk/legislative associate; Maryln L. McAdam, legislative associate; and Rose DiNapoli, minority legislative associate.

Mr. Ford. The subcommittee will come to order.

I am pleased to call to order this hearing of the Subcommittee on Postsecondary Education as we continue our hearings on the Reauthorization of the Higher Education Act.

This is the 22d hearing here in Washington on specific facets of the Higher Education Act. We have also thus far held 11 field hearings, and we now have approximately 100 hours of formal testimony in the record in preparation for the markup. We have one more Washington hearing and one more field hearing scheduled and then the committee will begin its work on drafting the bill.

Today's hearing is a continuation of the hearing of July 30 on title III of the Higher Education Act. I must apologize again to our witnesses who have had to return today because we ran out of time to hear everyone on the 30th. We were in effect being evicted from the room as we broke up that meeting.

I also apologize that we had to move this hearing from this morning to this afternoon because the full committee was holding a markup of important legislation, including the reconciliation for the budget, and we could not be meeting while the full committee was engaged in that process.

So with those apologies for the inconvenience I have already caused, I will try not to cause any more.

I understand that Dr. Blake is not here yet so the first panel would be the Hispanic Higher Education Coalition and Mexican

American Legal Defense and Educational Fund, Dr. John Trasvina, and Dr. William Hytche, chancellor of the University of Maryland-Eastern Shore, Princess Anne, MD.

Mr. Hawkins, do you wish to make any comments before we start?

Mr. **Hawkins**. Mr. Chairman, I look forward to the testimony. We did have, I thought, an excellent meeting in Atlanta on the same subject, and regret that many members of the committee did not have the opportunity that some of us did. I certainly look forward to the hearing this afternoon.

Thank you.

Mr. **Ford**. Actually, your hearing, Gus, in Atlanta had more subcommittee members in attendance than are normally at one of our hearings.

Mr. **Hawkins**. So I perceive.

Mr. **Ford**. Without objection, the prepared comments of the witnesses appearing this afternoon will be inserted in full in the record.

Gentlemen, with that in mind, you can add to, supplement, highlight, or editorialize on the prepared statements that you have been kind enough to present to the committee. Start in any order that you are most comfortable with. Who would like to be first?

STATEMENT OF JOHN D. TRASVINA, LEGISLATIVE STAFF ATTORNEY, MEXICAN AMERICAN LEGAL DEFENSE AND EDUCATIONAL FUND, WASHINGTON, DC

Mr. **Trasvina**. Thank you, Mr. Ford.

Congressman Ford, Chairman Hawkins, Mr. Hayes: My name is John Trasvina. I am legislative attorney of the Mexican American Legal Defense and Educational Fund. On behalf of MALDEF and the Hispanic Higher Education Coalition, I am pleased to have this opportunity to testify before the subcommittee regarding title III of the Higher Education Act.

MALDEF is a member of the Hispanic Higher Education Coalition along with 14 national Hispanic organizations concerned with the postsecondary education needs of our diverse Hispanic communities.

The principal goal of the coalition is to promote the increased participation of Hispanic Americans in higher education. While title VII bilingually educational programs have contributed to considerable progress at the elementary and secondary levels, it is higher education which holds the key to addressing the pervasive problems of discrimination, unemployment, and poverty. Unless the number of Hispanics in postsecondary education increases, we will be hard-pressed to develop the future leaders and professionals to solve the complex issues facing us as Americans and as the Nation's fastest growing population.

We recognize, therefore, the extreme importance of title III of the Higher Education Act to minority students. While it is true that the numbers of Hispanic students in higher education must be increased, it is equally true that the quality of education our students receive from colleges and universities must be enhanced so that all students will be adequately prepared for tomorrow's challenges.

These hearings on title III are also extremely important for we recognize the controversy and ambiguity surrounding the purpose of this title. Thus, in prepared our recommendations we note at the outset that the theme of equity underscores all our considerations. At the same time we are fully cognizant of budgetary limitations this Congress faces, so that the true test is how best to reshape title III so as to attain fully equity for certain groups in American society seeking access to higher education and at the same time develop appropriate criteria for assisting some developing institutions.

We also start with the premise that title III was enacted in response to a congressional recognition that Federal resources should assist certain developing colleges and universities which were helping to reach the national goal of achieving success for certain groups of students.

These students are those who, for reasons of poverty, educational disadvantage at the elementary or secondary grades or simple lack of family finances and community support, are unable to enter or successfully pursue postsecondary education at traditional institutions.

Moreover, we believe that title III was implicitly aimed, at the outset, at aiding black colleges to assist them in overcoming long-term development problems caused by the historical record of discriminatrory allocation of Morrill Act funds, Federal research grants and discretionary contract awards.

In a perfect world, it would be convenient among all parties to reach an agreement to divide title III moneys so that one group gets a certain share, and another gets its share.

Clearly, allocating a certain percentage of moneys to particulaar institutions may have merit if it can truly be substantiated that, without any set-aside, long-term development problems would not be addressed. Indeed this may be the case for certain black institutions.

However, beyond that goal, we must proceed cautiously so as to ensure that the title III program does not become a quagmire of groups fighting over distinct pots of money that may have little justification, save to resolving political squabbles. I say this in all candor for we would readily be willing to advocate a certain guaranteed portion of Federal moneys if we knew it would benefit access for Hispanic students.

Likewise, we would welcome a set-aside for community colleges since they serve as the major port of entry for Hispanics in higher education.

Given these considerations, what can we do with title III so as to achieve its true purposes? The coalition has looked long and hard at this problem and we offer these recommendations in the spirit of compromise between those groups that may desire a set-aside and those groups that feel their institutions should quality for title III because their college serves disadvantaged students or because they wish to continue developing.

First, historically black institutions must be supported by the Federal Government in order to spur their development and aid their mission.

There is no debate among individuals that at least some focus of the program was aimed at those institutions that were historically underfunded by the Federal Government. These colleges, principally historically black colleges, have served a useful and valuable function in securing equitable access.

In our view, one of the chief limitations for these institutions is their lack of overall financial reserves that would enable them to strengthen curriculum, build libraries and sustain long-term capital development.

For that reason we propose an endowment provision in title III that would be principally aimed at strengthening the endowments of those institutions that meet certain criteria which fit within the previously stated purposes.

The benefits of any endowment programs include providing the flexibility needed for such institutions to both plan long-term development activities and address the principal problems faced by those institutions, that is, the lack of access to Federal resources that other more traditional colleges have maintained.

Earlier this year, MALDEF submitted specific criteria for such an endowment program that could easily be amended to suit the purposes of aiding "the historically black colleges."

Ssecond, title III funds should be funded so as to aid colleges in reaching a stage of self-sufficiency.

The coalition is at odds with those institutions which have received title III moneys either for assistance to undertake new endeavors connected with equitable access; or who have no long-term development needs.

Recognizing the limited availability of title III moneys, we view the central purpose of title III as promoting self-sufficiency and aiding those institutions which, but for Federal resources, would not be able to provide equitable access for certain students. We view title III as assisting in the national goal of access and choice.

In the long run, the present recipients of title III should also be ready to leave behind complete dependency on the Federal Government and title III should not become a continuing lifeline. The limited availability of title III moneys, coupled with the needs of their emerging institutions, demand these developing institutions who are current recipients of title III funds to look to other possible sources of support for continued growth.

It is in this light that we recommend some modification of title III criteria to provide for eventual self-sufficiency.

Third, title III moneys must eventually aid students, not just institutions.

We believe that a central premise of title III has been to assist students who previously did not have a choice, or chance, as to higher education aspirations. This focus must remain and we would look with disfavor on those who would use these students in order to gain eligibility for title III funding only to find little benefits accruing to the students who triggered the funding. Title III moneys should be utilized to expand and strengthen access to a quality higher education.

Accordingly, we would recommend that where title III moneys do go to strengthen institutions, those institutions should be required to document the extent to which title III moneys will be used to increase access for students who have been historically underrepresented in higher education institutions.

I include in my testimony the specific recommendatins that were submitted previously to this committee from MALDEF which the coalition embraces.

Fourth, title III funding must recognize the diversity of developing institutions.

Framers of title III must be cognizant of the diversity and severity of problems faced by other institutions, besides the black colleges, that are attempting to provide access and choice. Note must be made of the urgent need for enhanced support for the colleges and universities in Puerto Rico. These schools which have been ably educating over 140,000 U.S. Hispanic citizens annually are in acute need for institutional assistance of a strong developmental nature.

In addition, as members of the subcommittee have come to recognize through the hearing, for example, on Hispanic access to higher education, Hispanic students on the mainland face difficult problems of access which require congressional attention.

The magnitude of the dropout problem, the barriers in language, the demographic and economic character of this Hispanic population is resulting in a severe loss of future resources. We must recognize the geographic diversity in higher education.

In the Southwest and other regions of the United States, certain institutions are looked to as the principal avenues for access to higher education. Many of these institutions are truly developing institutions that should be strengthened by title III. It is our challenge to see that these institutions are not ignored or downplayed in importance.

In closing, I want to once again thank you for the opportunity to address the subcommittee on this very important issue.

Thank you.

[The prepared statement of John Trasvina follows:]

PREPARED STATEMENT OF JOHN D. TRASVINA, LEGISLATIVE STAFF ATTORNEY, MEXICAN AMERICAN LEGAL DEFENSE AND EDUCATIONAL FUND

Honorable Congressman Ford and distinguished members of the Subcommiteee on Postsecondary Education, my name is Richard Fajardo and I am the Acting Associate Counsel of the Mexican American Legal Defense and Educational Fund (MALDEF). On behalf of MALDEF, and the Hispanic Higher Education Coalition I am pleased to have this opportunity to testify before the subcommittee regarding Title III of the Higher Education Act.

MALDEF is a national civil rights organization with offices in San Francisco, Los Angeles, San Antonio, Chicago and here in Washington D.C. dedicated to preserving and defending the civil and constitutional rights of persons of Mexican ancestry or Hispanic descent. Throughout its history, MALDEF has paid close attention to the educational needs of the Hispanic community.

MALDEF is a member of the Hispanic Higher Education Coalition along with 14 national Hispanic organizations concerned with the postsecondary education needs of our diverse Hispanic communities. The principal goal of the Coalition is to promote the increased participation of Hispanic Americans in higher education. While Title VII bilingual educational programs have contributed to considerable progress at the elementary and secondary levels, it is higher education which holds the key to addressing the pervasive problems of discrimination, unemployment and poverty. Unless the number of Hispanics in postsecondary education increases, we will be hard-pressed to develop the future leaders and professionals to solve the complex issues facing us as Americans and as the nation's fastest growing population.

In developing this testimony and the views presented within it, I have had the assistance of Rafael Magallan, Director, National Chicano Council on Higher Education and Mr. Ron Vera, our attorney and Director of MALDEF's Higher Education Project. We recognize the extreme importance of Title III of the Higher Education Act to minority students.

While it is true that the numbers of Hispanic students in higher education must be increased, it is equally true that the quality of education our students receive from colleges and universities must be enhanced so that all students will be adequately prepared for tomorrow's challenges. In particular, the human capital and intellectual services represented by young Hispanic students will remain untapped unless concerted policy attention is given to addressing some of the institutional needs where large numbers of Hispanic students now seek access to higher education degrees.

These hearings on Title III are also extremely important for we recognize the controversy and ambiguity surrounding the purpose of this title. Thus, in preparing our recommendations we note at the outset that the theme of equity underscores all of our considerations. At the same time we are fully cognizant of bugetary limitations this Congress faces, so that the true test is how best to reshape Title III so as to attain fully equity for certain groups in American society seeking access to higher education and at the same time develop appropriate criteria for assisting some developing institutions.

We also start with the premise that Title III was enacted in response to a congressional recognition that federal resources should assist certain developing colleges and universities which were helping to reach the national goal of achieving access for certain groups of students. These students are those who, for reasons of poverty, educational disadvantage at the elementary or secondary grades or simple lack of family finances and community support, are unable to enter or successfully pursue postsecondary education at traditional institutions. Moreover, we believe that Title III was implicitly aimed, at the outset, at aiding black colleges to assist them in overcoming long-term development problems caused by the historical record of discriminatory allocation of Morrill Act funds, federal research grants and discretionary contract awards.

While these dual functions of Title III may overlap, they do have separate purposes. Thus, the criteria of historical underfunding from federal sources is not found existing in all black institutions, nor can all developing institutions lay claim to providing equitable access to certain disadvantaged students. This subcommittee has the responsibility to address this dichotomy and to provide a workable framework that will allow Title III to continue not only in light of its historical purpose, but so to insure that under-represented students, who are the real beneficiaries of Title III, are served.

In a perfect world, it would be convenient among all parties to reach an agreement to divide Title III monies so that one group gets a certain share, and another gets its share. Clearly, allocating a certain percentage of monies to particular institutions may have merit if it can truly be substantiated that, without any set-aside, long-term development problems would not be addressed. Indeed this may be the case for certain black institutions. However, beyond that goal, we must proceed cautiously so as to insure that the Title III program does not become a quagmire of groups fighting over distinct pots of money that may have little justification, except as to resolving political squabbles.

I say this in all candor for we would readily be willing to advocate a certain guaranteed portion of federal monies if we knew it would benefit access for Hispanic students. Likewise, we would welcome a set-aside for community colleges since they serve as the major port of entry for Hispanics in higher education. But I suspect that set-asides cannot carry the day any longer and we have too little in the way of Title III monies to be fighting for set-asides.

Given these considerations, what can we do with Title III so as to achieve its true purposes? The Coalition has looked long and hard at this problem and we offer these recommendations in the spirit of compromise between those groups that may desire a set-aside and those groups that feel their institutions should qualify for Title III because their college serves disadvantaged students or because they wish to continue "developing."

(1) HISTORICALLY BLACK INSTITUTIONS MUST BE SUPPORTED BY THE FEDERAL GOVERNMENT IN ORDER TO SPUR THEIR DEVELOPMENT AND AID THEIR MISSION

There is no debate among individuals concerned with Title III that at least some focus of the program was aimed at those institutions that were historically under funded by the federal government. These colleges, principally historical black colleges, have served a useful and valuable function in securing equitable access. In our view one of the chief limitations for these institutions is their lack of overall financial reserves that would enable them to strengthen curriculum, build libraries and sustain long term capital development. For that reason we propse an endowment provision in Title III that would be principally aimed at strengthening the endowments of those institutions that meet certain criteria which fit within the previously stated purposes.

The benefits of any endowment program include providing the flexibility needed for such institutions to both plan long term development activities and address the principal problems faced by those institutions, that is, the lack of access to federal resources that other more traditional colleges maintained. Earlier this year, MALDEF submitted specific criteria for such an endowment program that could easily be amended to suit the purposes of aiding "the historical black colleges."

(2) TITLE III FUNDS SHOULD BE FUNDED SO AS TO AID COLLEGES IN REACHING A STAGE OF SELF-SUFFICIENCY

The Coalition is at odds with those institutions which have received Title III monies either for assistance to undertake new endeavors connected with equitable access; or who have no long term development needs. Recognizing the limited availability of Title III monies, we view the central purpose of Title III as promoting self-sufficiency and aiding those institutions which, but for federal resources, would not be able to provide equitable access for certain students. We view Title III as assisting in the national goal of access and choice. Too often Title III monies are now being used to strengthen existing institutions rather than to aid deep-rooted development problems or to support the newly developing institution.

In the long run, the present recipients of Title III should also be ready to leave behind any dependency on the federal government and Title III should not become a continuing lifeline. The limited availability of Title III monies, coupled with the needs of their emerging institutions, demand these developing institutions who are current recipients of Title III funds to look to other possible sources of support for continued growth. It is in this light that we recommend some modification of Title III criteria to provide for eventual self-sufficiency.

(3) TITLE III MONIES MUST EVENTUALLY AID STUDENTS, NOT JUST INSTITUTIONS

We believe that a central premise of Title III has been to assist students who previously did not have a choice, or chance, as to higher education aspirations. This focus must remain and we would look with disfavor on those who would use these students in order to simply gain eligibility for Title III funding only to find little benefits accruing to the students who triggered the funding. Title III monies should be utilized to expand and strengthen access to a quality higher education. Accordingly, we would recommend that where Title III monies do go to strengthen institutions, those institutions should be required to document the extent to which Title III monies will be used to increase access for students who have been historically underrepresented in higher education institutions. I include in my testimony the specific recommendations that were submitted previously to this Committee from MALDEF which the Coalition embraces.

(4) TITLE III FUNDING MUST RECOGNIZE THE DIVERSITY OF DEVELOPING INSTITUTIONS

Finally, framers of Title III must be cognizant of the diversity and severity of problems faced by other institutions, besides the black colleges, that are attempting to provide access and choice. Note must be made of the urgent need for enhanced support for the colleges and universities in Puerto Rico. These schools which have been ably educating over 140,000 U.S. Hispanic citizens annually, are in acute need for institutional assistance of a strong developmental nature. In addition, as members of the subcommitee have come to recognize through the hearings, for example, on Hispanic Access to Higher Education, Hispanic students on the mainland face difficult problems of access to require Congressional attention.

The magnitude of the dropout problem, the barriers in language, and the demographic and economic character of this Hispanic population is resulting in a severe loss of future resources. We must recognize the geographic diversity in higher education. In the Southwest and other regions of the United States, certain institutions are looked to as the principal avenues for access to higher education. Many of these institutions are truly developing institutions that should be strengthened by Title

III. It is our challenge to see that these institutions are not ignored or downplayed in importance.

In closing, I want to once again thank you for the opportunity to address the subcommittee on this important issue. Of all Titles in the Higher Education Act, Title III will be the one I suspect, that is most subject to debate both as to purpose and programs and we welcome the opportunity to assist members of this subcommittee in your endeavors to reach an answer as to how to effectively address all of the needs that Title III should address. Thank you.

Sub Chapter III
Institutions Aid to
Developing Institutions

§1051.

(a) Findings

The Congress Finds that --

(1) many developing institutions of higher education in this era of [declining enrollments and scarce resources] rapidly changing demographic, economic, and social needs face problems which threaten their ability to [survive] offer quality postsecondary educational programs to students.

(2) the problems faced by these developing institutions relate to the lack of resources which threaten the management and fiscal operations of certain institutions of higher education, as well as to an inability to engage in long range planning, recruitment activities, and development activities;

(3) the [solution of the problems of these] provision of short term financial assistance to aid developing institutions would enable them to become viable, thriving institutions of higher education; [and]

(4) these institutions play an important role in the American system of higher education, and there is a strong national interest in assisting them in solving their problems and in stabilizing their [management and fiscal operations] academic and administrative resources; and [.]

(5) there is a particular national interest in aiding those institutions of higher education that have historically served students who have been denied access to postsecondary education because of race or national origin and whose participation in the American system of higher education is in the Nation's interest so that equality of access and quality of postsecondary education opportunities may be enhanced for all students.

PART A
STRENGTHENING INSTITUTIONS

§1057. NO CHANGES

§1057. Program purpose

§1058. Definitions

For purposes of this part:

(1) ...
(2) The term "eligible institutions" means--
(A) an institution of higher education--
(i) (I) which, in the case of an institution which awards a bachelor's degree, has an enrollment which includes a substantial percentage of students receiving [awards] need based assistance under subpart 1 of part A of subchapter IV of this chapter, the average amount of which is high in comparison with the average amount of all grants awarded under such subpart to students at such institutions, and (II) which, in the case of the junior or community colleges, has an enrollment which includes a substantial percentage of students receiving need based assistance [awards] under subpart 1 of subchapter IV of this chapter, the average amount of which is higher in comparison with the average amount of all grants awarded [under such subpart] to students at such institutions;
(ii) ...
(iii) ...
(iv) ...
(v) ...
(vi) ...

(B) any branch of any institution of higher education described under subparagraph (A) which by itself satisfies the requirements contained in clauses (i) and (ii) and (vi) of such subparagraphs and which is located in a community different from that in which a parent institution is located.

For purposes of the determination of whether an institution is an eligible institution under this paragraph the factor described under subparagraph (A)(i) shall be given [twice] the same weight [of] as the factor described under subparagraph (A)(ii), and the Secretary may also consider the factors specified in Section ___.

§1059. Duration of Grant

[(a) Duration subject to appropriation availability

The Secretary may award a grant to an eligible institution under this part for

(1) not to exceed three years, or

(2) not less than four nor more than seven years,

subject for each fiscal year to the availability of appropriations therefor. The Secretary shall not accept the application of an eligible institution for a grant under both paragraphs (1) and (2) for a fiscal year.]

[(b) Ineligibility of prior year grantees

The Secretary shall not award a grant under this part to an eligible institution that has, for any prior fiscal year, received a grant under subsection (a)(2) of this section.]

[(c) Grants to assist in preparation of plans and applications

Notwithstanding subsection (a) of this section, the Secretary may award a grant to an eligible institution under this part for a period of one year for the purpose of assisting such institution in the preparation of plans and applications under this part.]

(a) Duration subject to appropriation availability

The Secretary may award a non renewable grant to an eligible institution under this part for a period of not more than five years, subject for each fiscal year to the availability of appropriations therefor.

(b) Provisions for the continuation of assistance under previous grants

Any institution which now receives grants under this part shall be eligible for funding, provided that the Secretary shall make provisions for the continuation of such grants not to extend any new grants beyond the maximum number of years they could receive funding under any current programs. Provided, however, that the Secretary shall not award a grant under this part to any eligible institution that has received funds under this part for more than seven (fiscal) years.

(c) Grants to assist in preparation of plans and applications

Notwithstanding subsection (a) of this section, the Secretary may award a grant to an eligible institution under this period for a period of one year for the purpose of assisting such institutions in the preparation of plans and applications under this part.

(d) Federal share

The Federal share of the cost of grants made to institutions under this part shall be [illegible] per centum for the first two years in which an institution receives a grant, [illegible] per centum for the third year an institution receives a grant, [illegible] per centum for the fourth year an institution receives a grant, and [illegible] per centum for each subsequent year an institution receives a grant.

a. In determining whether an institution is eligible for a grant under this part, the Secretary may also consider the following factors:

(1) the enrollment of the student body and whether the majority of such students would not be attending postsecondary education but for the existence of the institution;

(2) extreme financial limitations requiring low faculty salaries, low costs of instruction for students, and low library expenditures;

(3) a little or no endowment, whether or not unrestricted;

(4) a high student to faculty ratio;

(5) a substantial percentage of students receiving need-based Federal student assistance;

(6) limited library resources;

(7) a low percentage of faculty with doctorate degrees;

(8) poor physical facilities and limited resources to maintain physical facilities;

(9) little or no support from foundations, alumni, or corporations;

(10) limited or no sponsored research or faculty publications;

(11) inadequate development offices and a limited capacity for long-range planning; and

(12) poor or inadequate fiscal management and accounting procedures.

b. Waiver authority and report requirements

(a) Basis for waiver of requirements: annual report to Congress

(same as §1067)

(b) Basis for waiver of requirements

The Secretary may waive the requirement set forth in sections of this part in the case of an institution:

(1) that sets forth in its application that the waiver will substantially increase access to higher education opportunities for the students who have historically been underserved by other postsecondary education institutions on the basis of race, national origin, income, geography, and

(2) that can demonstrate it has in the past, made consistent efforts to serve those students that have been denied access to postsecondary education institutions, and

(3) that can set forth that it will meet all of the other requisite features required under Part , Section , subpart [illegible] of this title.

PART B

§1060. DELETED

§1061. DELETED

§1062. DELETED

§1063. DELETED

PART C

§1064. Establishment of Programs--DELETED

§1065. DELETED

§1065a DELETED and changed to endowment grants

§1065a

(f) Eligibility of institutions: considerations and priorities

In Selecting eligible institutions for grants under this section for any fiscal year, the Secretary shall--

(1) give priority to an applicant which is a recipient of a grant made under part A or B of this subchapter during the academic year in which the applicant is applying for a grant under this section; and

(2) ...

(3) consider--

(A) ...

(B) ...

(C) the degree to which an applicant has historically served the needs of those students who have historically been denied access to postsecondary educational opportunities on the basis of race, national origin, income, or geography.

PART [D] C--GENERAL PROVISIONS

§1066. Applications for assistance

(a) ...

(b) ...

(1) ...

(2) set forth policies and procedures to ensure that Federal funds made available under this subchapter for any fiscal year will be used to supplement and, to the extent practical, increase the funds that would otherwise be made available for the purposes of [section 1057 or 1060(b)] of this title, and in no case supplant those funds;

§1067. MOVED TO §______

§1068. NO CHANGES

§1069. Cooperative arrangements

(a) Grant authority

The Secretary may make grants to encourage cooperative arrangements--

[(1)] with funds available to carry out part A of this subchapter, between institutions eligible for assistance under part A of this subchapter;

[(2) with funds available to carry out part B of this subchapter, between institutions eligible for assistance under part B of this subchapter;]
for the activities described in section [1057(b) or section 1069(b)] of this title[, as the case may be,] so that the resources of the cooperating institutions might be combined and shared to achieve the purposes of such parts and avoid costly duplicative efforts.

(b) Priority grants
The Secretary shall give priority to grants for the purposes described under subsection (a) of this section whenever the Secretary determines that the cooperative arrangement is geographycally and economically sound, and
(1) one of the institutions is a junior or community college that seeks to increase the transfer rate of its students to a four year college; or

(2) the institution can demonstrate that the receipt of such funds shall be used for activities such as:

(a) faculty exchanges;
(b) faculty and administration, improvement programs;
(c) introduction of new curriculum and materials;
(d) cooperative education programs; and
(e) joint use of facilities

§1069a. Assistance of institutions under other programs

(a) Eligibility
Each institution which the Secretary determines to be an eligible institution under [part A of] this subchapter [or an institution with special needs under part B of this subchapter] shall be eligible for waivers in accordance with subsection (b) of this section.

(b) ...
(1) ...
(2) The provisions of this section shall apply to any program authorized by [subchapter II, IV, VII, or VIII of] this chapter (part C of subchapter I of chapter 34 of Title 42).

§1070d Program authority

(a) ...

Mr. **Ford**. Thank you. We will withhold questions until both of you have made your presentation.

Dr. Hytche.

STATEMENT OF WILLIAM P. HYTCHE, CHANCELLOR: UNIVERSITY OF MARYLAND, EASTERN SHORE

Dr. **Hytche**. Thank you, Mr. Chairman. Distinguished members of the House Subcommittee on Postsecondary Education:

I am William P. Hytche, spelled with an "e" on the end, chancellor of the University of Maryland Eastern Shore in Princess Anne, MD. And I am the secretary of the board of directors of the National Association for Equal Opportunities in Higher Education. I also serve as a member of the advisory committee for the Office for the Advancement of Public Black Colleges. In addition, Mr. Chairman, I chair the Council of Presidents and Chancellors for the 17 historically land-grant colleges and universities that are located in 16 Southern States.

I am very pleased to be with you this afternoon and talk about historically black public colleges and universities, and to support the Institutional Aid Act of 1985.

Each time I hear testimony, I have a tendency to want to deviate from my prepared text, including the one that I just heard. Mr. Chairman, you have before you my testimony that was submitted to you for the July 30, 1985, hearing, but after listening to the individuals testify on that date and the questions in which you raised, I thought it would be appropriate if I speak to some of those issues as well. I guess I would like to focus my remarks somewhere around the question of whether the United States of America can afford not to support the act such as the Institutional Aid Act of 1985.

A leading demographic study just recently released has found by the year 2000, one out of three Americans will be nonwhite, and notes California now has a majority of minorities in its elementary schools, while Texas schools are 46 percent minorities, and while all of our 25 largest city school systems have minority majorities.

This same study notes that 29 percent more blacks graduated from high school in 1982 than in 1975. Our country has made great strides in funding major research universities in areas where they deem great needs. With all the data that we have had and we have contributed and that we have shown to you about the historically black colleges, it is a great mystery to me why we cannot understand the need to develop and enhance these institutions. As Johns Hopkins University does a good job of trying to find a cure for cancer, the Federal Government continues to fund it. We think that that same applies to the work that is being done at the historically black colleges and universities.

In spite of nationally recognized contributions at public black colleges and particularly the land-grant institutions, the major unresolved problem of expanding opportunities and low income students is the diminishing Federal investment in black colleges. The most serious indicators of decreasing support are erosion of student tuition assistance, lack of support from strengthening and creating creative academic programs, and a host of adverse, social and fiscal conditions.

Given the absence of a sustained investment to enhance black colleges, ambitious and responsive legislative initiatives merit the highest priority in the reauthorization of title III.

For the better part of a century, the United States has been recognized and applauded as the unchallenged leader in almost every aspect of human endeavor. In the sciences and engineering, in creative technology, in the arts, in medicine, in government, in management, and so on and on, we have been the standard by which other societies have been measured and toward which others have set their sights.

In the most recent years, there have been some changes in this scenario, and there are evidences that there will be further and perhaps more remarkable changes. For example, there seems to be some question as to whether we can compete with other societies in the heavy so-called smokestack industries, and whether we can continue to dominate the design and manufacture of certain very large mobile and immobile structures.

We are losing our advantage in the design and manufacture of silicon and other types of chips. And the list goes on.

Furthermore, questions are being raised as to whether, in prospect, we can continue to respond in an effective manner to those and other challenges to our leadership. The question also rises as to how we will respond, if that becomes necessary, to the requirement that we share some aspect of our leadership with other societies.

Mr. Chairman, it is apparent that some of the societies from which some of these challenges come are those which are already massive in size of their populations as well as rather far along on the path of development. In these societies, the underlying effort, without exception, to my knowledge, have been in the fields of education and training.

I claim that our American system of universal education has appropriate philosophical bases. We declare that we will educate every citizen, starting at an early age, to the limits of his or her potential. We charge ourselves with the responsibility of providing adequate training appropriate to the particular needs of each individual. I have no doubt that these aims are a basis upon which an educational system has been built over the decades.

Furthermore, I have no doubt that our educational system would continue to support the great contributions we Americans are making to human well-being if it were faithful to its underlying philosophy.

In order to maintain our leadership in all the areas where it now exists, we must intensify our determination to prepare all of our citizens for optimal service in the variety of efforts we are obliged to exert. This means that we must strive mightily to develop all the talent available to us wherever it exists.

The historically black colleges and universities are a significant component of our resources for finding, sustaining, encouraging, and developing one of the historically ignored segments of our society. These institutions are no longer exclusively black. In fact, some of them have become predominantly nonblack.

Title III funds that have contributed to the enhancement of the HBCU's have made possible much of this progress by making these institutions, once segregated by law and deprived of adequate resources, more attractive to all students.

Proposed reauthorization legislation before your committee would further enhance the historically black colleges and universities and sustain progress in attracting nonblack students. While attracting more nonblack students, the historically black colleges and universities, in my estimation, would have a greater chance of reaching their potential.

I claim that the historically black public colleges and universities collectively and severally constitute a national resource because of the work they are doing in developing human resources which could not be developed if these institutions did not exist.

I further claim, Mr. Chairman, that their work would be enhanced out of proportion to the cost if they were not adequately supported by the supplemental grants which the bill under consideration would provide. Moreover, I claim that in the absence of such support their work will be hampered and embarrassed out of proportion to the savings generated by their withdrawal.

In terms of my personal experience with title III, I feel eminently qualified since I have been at the University of Maryland-Eastern Shore since 1960. Ten of the years I have served as chancellor and have seen the impact of title III. It is regrettable that so much of the impact is intangible and cannot be documented. I will, however, talk about just a few of the items that will have a lasting impact on the institution that I serve.

Title III, for example, provided the initial funding for such new programs as environmental science, fashion merchandising, computer science, and hotel/restaurant management. These are not just strong programs on our campus but they are programs where minorities holding degrees are few in number.

Let me try to explain another aspect other than just new programs. Prior to the authorization of some programs initiated by title III funds, my campus had not initiated a new degree program in 33 years. My campus, for example, through the assistance of title III, has a very effective counseling center. The retention rate has risen from about 56 percent 5 years ago to approximately 68 percent today.

In short, Mr. Chairman, title III funds have been used in many instances to expose our students to educational programs that will enhance the development of higher order cognitive skills, at the same time enable them to participate in today's high-technology environment.

The Institutional Aid Act of 1985 offers black higher education a unique opportunity to better serve this Nation, and offers this Congress an opportunity to sustain the fundamental principle of equality of opportunity.

The assurance of a more decent and just future for millions of young people demands a strong commitment to higher education institutions serving large numbers of blacks and low-income students.

Historically black colleges and universities and the office for the advancement of public black colleges, along with the council of presidents for the 1890 land-grant institutions appreciate very much the opportunity to convey our strong support for the Institutional Aid Act of 1985.

[The prepared statement of William P. Hytche follows:]

PREPARED STATEMENT OF WILLIAM P. HYTCHE, CHANCELLOR, UNIVERSITY OF MARYLAND EASTERN SHORE

I am William Hytche, Chancellor, University of Maryland Eastern Shore, Chair of the 1890 Council of Presidents/Chancellors, and member of the Advisory Committee of the Office for the Advancement of Public Black Colleges. I am very pleased to be with you this morning to talk about Historically Black Public Colleges and Universities and to support the "Institutional Aid Act of 1985." In my letter of invitation to appear today, I was asked to deal with my experience and recommendation concerning Title III of the Higher Education Act. Before I begin this specific task, allow me to tell you just a little about these institutions.

In 1984, historically Black public colleges enrolled nearly 20 percent of all Black students in higher education and about 60 percent of all students enrolled in predominantly Black colleges. In the same year, these institutions awarded nearly 30 percent of all baccalaureate degrees earned by American Black students. These institutions are represented by the OAPBC which is an Office of the National Association of State Universities and Land-Grant Colleges in cooperation with the American Association of State Colleges and Universities. The influence of OAPBC derives from its capacity to serve the 35 Historically Black Public Colleges and Universities and Tuskegee University, which constitute some of the most prestigious institutions in higher education.

In support of the "Institutional Aid Act of 1985," these enrollment and graduation figures alone elevate the importance of strengthening public Black colleges as national resources and vital educational enterprises committed to academic excellence and the economic development of the nation.

In spite of nationally recognized contributions of public Black colleges and, particularly, land-grant institutions, the major unresolved problem of expanding opportunities for Black and low-income students is the diminishing Federal investment in Black colleges. The most serious indicators of decreasing support are erosion of student tuition assistance, lack of support for strengthening and creating competitive academic programs, and a host of adverse social and fiscal conditions. Given the absence of a sustained investment to enhance Black colleges, ambitious and responsive legislative initiatives merit the highest priority in the reauthorization of Title III.

For the better part of a century, the United States has been recognized, revered, and applauded as the unchallenged leader in almost every aspect of human endeavor. In the sciences and engineering, in creative technology, in the arts, in medicine, in government, in management, and so on and on, we have been the standard by which other societies have been measured and toward which others have set their sights.

In the most recent years, there have been some changes in this scenario, and there are evidences that there will be further and perhaps more remarkable changes. For example, there seems to be some questions as to whether we can compete with other societies in the heavy (or so-called "smoke-stack") industries, and whether we can continue tc dominate the design and manufacture of certain very large mobile and immobile structures. We are losing our advantage in the design and manufacture of silicon (and other types of) chips. The list goes on.

Furthermore, questions are being raised as to whether, in prospect, we can continue to respond in an effective manner to these and other challenges to our leadership. The question also arises as to how we will respond, if that becomes necessary, to the requirement that we share some aspects of our leadership with other societies.

It is apparent that some of the societies from which some of these challenges come are those which are already massive in sizes of their populations as well as rather far along on the paths of development. In these societies, the underlying effort, without exception to my knowledge, have been in the fields of education and training.

I claim that our American system of universal education has appropriate philosophical bases. We declare that we will educate every citizen, starting at an early age, to the limits of her/his potential. We charge ourselves with the responsibility of providing adequate training appropriate to the particular needs ofeach individual. I have no doubt that these aims are a basis upon which an educational system has been built over the decades. Furthermore, I have no doubt that our educational system would continue to support the great contributions we Americans are making to human well-being if it were faithful to its underlying philosophy.

In order to maintain our leadership in all the areas where it now exists, we must intensify our determination to prepare all of our citizens for optimal service in the variety of efforts we are obliged to exert. This means that we must strive mightily to develop all the talent available to us wherever it exists.

The Historically Black Public Colleges and Universities are a significant component of our resources for finding, sustaining, encouraging, and developing one of the historically ignored segments of our society. These institutions are no longer exclusively Black. In fact, some of them have become predominantly non-Black. Title III funds, that have contributed to the enhancement of the HBCUs have made possible much of this progress by making these institutions, once segregated by law and deprived of adequate resources more attractive to all students. Proposed reauthorization legislation before your committee would further enhance the Historically Black Colleges and Universities and sustain progress in attracting non-Black students.

While attracting more non-Black students, the Historically Black Colleges and Universities, in my estimation, would have a greater chance of reaching their potential. I claim that the Historically Black Public Colleges and Universities collectively and severally constitute a national resource because of the work they are doing in developing human resources which would not be developed if these institutions did not exist. I further claim that their work would be enhanced out of proportion to the cost if they were adequately supported by the supplemental grants which the bill under consideration would provide. Moreover, I claim that in the absence of such support their work will be hampered and embarrassed out of proportion to the savings generated by their withdrawal.

Moreover, since the creation of Title III, support to Black colleges has diminished. In 1980, 86 percent of funding went to minority institutions, in 1983 about 69 percent, and in 1984 about 65 percent.

In terms of my personal experience with Title III, I feel eminently qualified since I have been at the University of Maryland Eastern Shore since 1960. Ten of the years I have served as Chancellor and have seen the impact of Title III. It is regretable that so much of the impact is intangible and cannot be documented. I will, however, talk about just a few of the items that will have a lasting impact on the institution. Title III provided the initial funding for such new programs as environmental science, fashion merchandising, computer science, and hotel/restaurant management. These are not just strong programs on our campus but they are programs where minorities holding degrees are few in number.

Let me try to explain another aspect other than just new programs. Prior to the authorization of some programs initiated by Title III funds, my campus had not started a new degree program in 33 years. My campus, for example, through the assistance of Title III, has a very effective Counseling Center. The retention rate has risen from about 56% five years ago to approximately 68% today.

In short, Title III funds have been used in many instances to expose our students to educational programs that will enhance the development of higher order cognitive skills at the same time enable them to participate in today's high tech environment.

I recommend that Congress give institutions at least 18 months to raise matching funds under the Challenge Grant Program. For example, my institution received word on July 25, 1985 that we had been funded under the Endowment Grant Program and gave us until September 9, 1985 to raise the matching funds. In addition, priority for funding institutions under the Endowment Grant Program should be given to institutions that are eligible for Title III funds under Part A and Part B. I also recommend that a clear definition be given to distinguish between programs that are operational and programs that are developmental. Recruiting for the HBCUs is a very important component to our growth, development, and enhancement and I strongly recommend that assistance in the area of recruitment be put back into the guidelines of Title III.

As educational enterprises committed to the social needs of the community and the economic vitality of the nation, the growth of historically Black public colleges and universities is inextricably tied to the growth of this country. As highlighted in G. Edward Schuh's paper, "Revitalizing the Land Grant University," we need to recapture an institutional mission orientation, and attempt organizationally to bridge within the university the growing gap between the frontier of knowledge and the contemporary problems of society.

A number of creative organizational possibilities are within ready reach . . . we should experience increased diversification and increased specialization." Thus, HBCU's mission as instruments of the state and the nation, should be broadened and strengthened with sustained Federal support toward comparability with majority public and land-grant institutions. Given demographic projections of the increasing proportions of minorities in our population, it is important that Title III funds further strengthen the HBCUs so that faculty in these institutions will make their unique contributions that expand the research mission.

More importantly, improving the quality of life for students with special needs in this country, exemplified by the character of HBCU's academic programs, has been and continues to be prominent. HBCU's serve as economic enterprises producing a large share of the well-educated work force; maintaining linkages with business and industry to assure responsiveness of programs; and, conducting research and providing technical assistance to surrounding communities. These factors alone highlight the importance of maintaining and improving the institutional capacity of Black colleges.

The "Institutional Aid Act of 1985," offers Black higher education a unique opportunity to better serve this nation, and offers this Congress an opportunity to sustain the fundamental principles of equality of opportunity. The assurance of a more decent and just future for millions of young people demands a strong commitment to higher education institutions serving large numbers of Black and low-income students.

Historically Black public colleges and the Office for the Advancement of Public Black Colleges, greatly appreciate the opportunity to convey our strong support of the "Institutional Aid Act of 1985."

Mr. Ford. Thank you very much.

Before we go on, I think this would be the appropriate place—I have received today, addressed to me as the chairman of the committee, a letter from Secretary Bennett. I would like to read it into the record.

I am pleased to provide the administration's view on Title III Institutional Aid programs as you continue work on the reauthorization of the Higher Education Act.

As you are aware, we have not yet completed our work on reauthorization legislation. However, our thinking has advanced to the point where we can offer you our general views on Title III.

The historic role of Title III has been to provide Federal support for institutions meeting two tests: One, a substantial percentage of their student population comes from low-income families, and; two, the non-federal resources available to the institution provide a weak base upon which to provide quality postsecondary education to students.

These two factors undoubtedly describe the condition of most historically black colleges and universities, but they also cover many other institutions serving economically disadvantaged populations.

The key question remains as it always has been: How can Federal resources help propel these institutions towards stability and self-sufficiency so they can continue to serve these special populations into the future.

As our thinking has progressed, we have focused on the argument underlying the past and present versions of Title III aid. Historically a basic assumption has been that with sufficient Federal seed money or 'developmental programs' in curricula, administrative, and student service areas, Title III institutions will some day 'graduate' into a self-sufficient state where they will be roughly equivalent to mainstream institutions.

After nearly 20 years of experience administering Title III programs, in the wake of more objective evidence on the characteristics of positively developing institutions, that is, the Research Triangle Institute Report on 53 Title III grantees, we now believe that the central focus of Title III should be on activities geared toward assisting institutions to develop solid financial bases.

The reality is the causes of the fraility of most Title III schools are endemic to their circumstances. These causes include geographic location in areas where the student population base includes significant numbers of educationally and economically disadvantaged, institutional missions to serve these populations, insufficient financial resources to build on their own a more stable base to support the operations of the institution, and insufficient management expertise to create solutions to what are essentially financial problems.

Consequently, we believe that the overall emphasis of Title III should be shifted from developmental activities that relate to improving academic programs, general administration, student services and the like, to one that supports the development of a sound financial base from which these other improvements may be derived, and where ultimately annual Title III assistance is not needed for survival. Because the Endowment Grant Program is designed to create a solid financial base from which institutions may fund developmental and operational activities, the administration favors an enhanced role for this program within the Title III family.

Specific changes we would like to see in the Endowment Grant Program include: the goal of the Endowment Grant Program would be to build over time a $10 million endowment corpus for eligible institutions. Annual income from such endowment funds would exceed the average annual development grants under the current strengthening and Special Needs Programs. Changing the dollar-for-dollar match to a variable match. A 2-for-1 Federal to institutional match would be offered to historically black colleges and universities, predominantly minority and trust territorial insular area institutions, and private colleges with less than six million in endowment. A 1-for-1 match would be offered for other private institutions and a 1-for-2 match for all public institutions, except those covered in the first category. This variable match takes into account the relative differences amongst institutions in obtaining outside resources while more appropriately balancing the role of the Federal Government vis-a-vis the States. Maximum limits will be placed on the number of Federal dollars awarded to an institution under each matching category.

Appropriated funds would be available for obligation for a three-year period allowing sufficient fund-raising time for both initial recipients and alternates. Once an institution has a 10 million dollar endowment corpus it would be allowed to spend 100 percent of its endowment income instead of the current 50 percent, though the corpus must remain untouched for 20 years.

Eligibility would be based on the criteria for the consolidated development grant program described below, although recipients of non-renewable grants under current Title III legislation would be grandfathered for eligibility for a three-year period.

In order to assure a smooth transition for institutions from direct to indirect Federal support, we would also propose a Development Grant Program as a second major component of a reauthorization of Title III. This would essentially be a consolidation of the current strengthening and the Special Needs programs, as we have previously advocated, but with an emphasis on funding activities designed to build a healthy financial base.

The Development Grant Program would offer two types of awards: a renewable one to three-year non-matching grants, and non-renewable one to five-year grants with escalating matching requirements in the outyears.

Generally speaking, the structure of these awards would resemble the current renewable grants under the strengthening program and the current non-renewable grants under the Special Needs Program, with a few differences.

Institutions would be allowed to receive one non-renewable award up to five years, or two renewable awards up to six years, or one renewable award for up to three years, followed by one non-renewable award limited to three years. Thus, the maximum number of years available for any one institution would be six.

In order to help promote institutional graduation and reduce inflated budget proposals, the institutional share for non-renewable grants would be from year one to year five, 0, 13, 25, 38 and 50 percent. For schools applying under the six-year renewable/non-renewable strategy, the matching rates for the larger non-renewable grants would be 25, 38 and 50 percent for years four to six.

Finally, we would advocate authority to make continuation awards for all grants made under current Title III legislation until they expire. We would also favor making $45.7 million available to historically black colleges and universities as a permanent set-aside feature of the program.

This is further demonstration of this administration's commitment to institutions President Reagan has termed "national treasures."

We would also advocate certain changes in eligibility requirements designed to promote more equal treatment of deserving institutions. Specifically, we would establish as a basic quantitative criteria the percent of Pell Grant recipients, not award amounts for FTE enrollment. We have argued in favor of the change for the past two years since the present system clearly discriminates against low tuition schools enrolling financially needy students.

Continue waiver of authority for education and general expenses, and waiver authority to allow institutions to substitute State, local student aid for Pell aid, and to allow institutions charging little or no tuition to substitute students eligible for Pell aid. Provide through regulation a unified, overall threshold percent of Pell Grant recipients per FTE enrollment for all categories of institutions with modifications as necessary to accommodate accredited historically black colleges and universities.

We are exploring options for incorporating measures of institutional strength into the Title III eligibility criteria, but are not prepared to put forward specific recommendations at this time. This is the basic framework we would like to see for Title III , although minor revision may be made as we develop a final draft of legislative language.

Given the interest you and other Members of Congress have shown in improving upon the current Title III schema, I am pleased to offer you this outline of the administration's views.

Copies of this letter are being sent to all Members of the House and Senate authorizing committees.

My staff and I look forward to working with you on reauthorizing this important program and will be glad to answer any questions you may have.

Signed, Secretary William J. Bennett.

Is there a representative of Secretary Bennett here?

[No response.]

Mr. FORD. The first question I would like to direct in response to his invitation, is when are they going to make up their mind and send us a piece of legislation? This is pretty hard to translate into specific legislation, and particularly when they get down to the end and say we haven't quite decided how we want to do that. In light of the fact that we have been told first privately and then publicly in the last week that the administration does not expect to send legislative recommendations to the Hill for consideration before the budget period in 1986, we expect that this committee will have marked up and passed through the House a bill long before then. The hearings in the Senate will close before that time.

It should be noted for the record that this is the first title of the bill of the existing law that the administration has made anything approaching a formal legislative recommendation on. Even though this is properly characterized as only an outline of a legislative recommendation, I hope that we can look forward to having their legislative recommendation before the game is over and the legislation is written.

I find some of the things personally that they suggest as improvements to be conceptually good improvements. But I don't know what they are until we see them, and we cannot write conceptions into the law—we have to write specifics. So we will be inviting them to expedite the process of sending us their specific legislative proposals.

It would have helped us if they had simply endorsed your bill or something of the kind. It is not at all clear what they mean to do. The administration was scheduled to appear at this hearing today. They notified us that they would be unable to and had made a request that they be included in the hearing on title III because they had specific recommendations to make.

I know that Mr. Coleman, who isn't with us at the moment, will cooperate with me in asking the Secretary to be as prompt as possible in telling us what the legislative form of his outline would be so that that can be considered with Mr. Hawkins' bill which is the primary focus of the committee at this point and the existing law. If we can do that, maybe we can reach some agreements.

With that I would ask only one question of the two panelists.

Mr. HAWKINS. Mr. Chairman.

Mr. FORD. Yes.

Mr. HAWKINS. I was wondering if you care to have Dr. Blake, who is now here to——

Mr. **Ford**. Join the panel? Certainly, he is the only one left. We have him slated up with——

Mr. **Hawkins**. Panel 1.

Mr. **Ford**. Dr. Day and Dr. Allen—we just switched Dr. Hytche and Dr. Blake on the two panels.

Mr. **Hawkins**. I was just wondering, would you prefer that he join the panel at this time before the questions.

Mr. **Ford**. We will question both panels.

Gentlemen, I have only one question. Obviously, there is no disagreement amongst any of us on the desirability of attempting to improve educational opportunities for those people in our society who have the greatest difficulty attaining success in postsecondary education.

The very successful programs we have operated for many years, referred to as the Trio Programs, which originally started as a part of the old Poverty Programs, have demonstrated how much for very little investment can be done to assist people from low incomes and disadvantaged backgrounds in making the initial steps and taking their steps so that they have some expectation of success.

A few years ago we tightened that up considerably by saying that first generation students should have a preference as a part of the categorical way of determining what kind of students you were targetting on. By a first generation student we mean a student who does not have a parent or parents, who have the benefit of a college education to provide them the kind of guidance that the children of college graduates take as a matter of course. All the evidence indicates that being a first generation student is the toughest hurdle to overcome.

How would you feel about adding that as a criteria for determining eligibility for title III schools, percentage of first generation students, as we do with the Trio Programs?

Dr. **Hytche**. I personally don't think that it would work in view of the fact that this is—second generation students are almost as bad as the first generation. But in addition to that, I think that we have a problem here that is a little bit different from—of course, I disagreed with the tightening of the strings for the Trio Program. I think that we have a different kind of problem with the title III program in that we have a problem that has not been solved. And until the problem is solved, I think that we will continue to need this program.

In the letter that you read from the Secretary—and you realize that I could not follow it all—but I shudder sometime to hear us talk about closing the door on a program that is producing. And as I stated in my testimony, if a major research university is making progress, and with the major problem of this country, we don't shut the door on it, we continue to fund it and we even fund it more heavily. So for that reason, we are making progress in this area, and I think it would not be appropriate to close the door on it, and certainly the first generation would not help us that much.

Mr. **Ford**. Mr. Trasvina.

Mr. **Trasvina**. Yes. We have recommended additional language—not that language—but recommended language where another criteria would be that where the enrollment of the student body, where the majority of the students would not be attending postsecondary education but for the existence of the institution. That, perhaps, is an alternative way to reach the type of students, that serve the type of students that you would envision to serve under the language that you expressed. It was even for those Hispanic students who are second generation college. They, as a group, are still underserved and still have greater problems than the second generation nonminority students.

Mr. FORD. When you talk about first generation and second generation, what I hear you say is if you are a minority student, even if your parents went to college, you are more disadvantaged than someone in similar circumstances because of characteristics other than your economic background or your geography.

That makes it very difficult to explain to folks how come you are talking about education for second and third generation college students when our kids don't even know how to get to a school to apply. And indeed our experience has been that there is a tremendous pool, particularly amongst the minority population, but not just amongst the minority population as we describe minorities generally in Washington, that has the talent and indeed would aspire to education if you just lead them to it and show them.

We have had experience for example, with the HEP-CAMP Program.

Those students have demonstrated that without a high school education but with one on one counseling and help at an institution, they will apply for assistance that would otherwise be available to them, they will proceed, and that they do succeed. There's a very high graduation percentage amongst them and they had already been written off by the old rules of society that somebody should never get there.

Now, when you look at those factors and if you are going to use the characteristics of the student, while you are talking about the characteristics of the institution, I hear both of you say, also in current law, in Mr. Hawkins' bill, and in the administration's proposal, they talk about measuring the need of institutions on the basis of the characteristics of the student. Presumably, they are using language, all of us, trying to get at which part of the population is most likely to need extra help, thereby putting the burden on the institution as well as everybody connected with the institution, to make a little extra effort.

If we are to use the characteristics of a student to determine eligibility, why for that limited purpose would not the characteristic of a student who did not have the advantage, regardless of the success of the parents with a college education, of somebody who could tell them what college was, what's it all about, and that indeed it's attainable, and in fact provide a role model to show that it can be done.

Why would you exclude that sort of a person simply because they don't fit a more specific category that has all the other characteristics that this student has?

Dr. HYTCHE. I don't want to be misunderstood. I have no problem with special characteristics. But I have problems with when that particular characteristic will determine the eligibility of the institution.

Mr. FORD. Does the present law or Mr. Hawkins' bill or the administration proposal suggest that the characteristics of the students would be the determining factor—they say it would be one of the factors that would be weighed in through a system to determine which schools received how much assistance, and under what part of the title III programs.

Dr. HYTCHE. I have no problem personally if that is a characteristic to be a part of a set of characteristics.

Mr. FORD. Maybe I didn't make my question clear. That's what I had mind. I should have said as a characteristic that should be weighed into whatever weight you are giving to a number of Pell grant recipients. Because as you note in the administration's proposal, while they tried to cut out Pell grant recipients with an artificial cap in their budget, the fact is that as you move up the income scale, the size of the grant decreases. So they are now saying here that even though a person qualifies for a minimum grant, you should count that person as a person with special need—and I am glad to see that they have moved away from their previous position.

I suppose the problem with it is if you are going to count Pell grant recipients and you are going to count the people at the top of the income scale in the Pell grant a cohort, instead of just counting the ones at the bottom, as we do now, you are now changing the way in which you look at the characteristics of the students, because you are now going to be counting what statistically, if not in fact, are called middle-class students as distinguished from the low-income students.

The present law sort of loads the formula on Pell grants by saying by the size of the Pell grants coming to an institution is very closely related to the size of the eligibility of the students. It tells you two things when you look at it—when you change it, as they are suggesting, to all Pell grant recipients, whether intentionally or not, one of the effects that it has is to enlarge the definition of the kind of people you will count without suggesting to us that they will give us more money to accommodate that.

That's why we have to consider possibilities of characteristics that escape that kind of an artificial barrier and bear some strong correlation to real need.

I don't expect you to answer the administration because I can't answer them, but I wanted to share with you the kind of concern we have in trying to determine if we are going to use student characteristics, just how much weight you give to them, and what they would be. What would be most likely to be those characteristics of a student that would indicate the need with some degree of correlation.

We for so long have used low income mainly because there is a high correlation but it is no way perfect. You find geniuses in low-income families the same as you find them anyplace else, but we had no better way to measure it, and we haven't come up with a better way to define pockets of need. For 20 years we have relied on that high correlation between low-income family circumstances and probable need for a little extra help.

I just want to make sure that we are careful, that we aren't moving away from that unless we know what we are doing and we are doing it for the right reasons.

Mr. Hawkins.

Mr. HAWKINS. May I ask Mr. Trasvina questions. First of all, have you read H.R. 2907?

Mr. TRASVINA. Substantial portions of it.

Mr. HAWKINS. Was it considered by the organization that you represent, which I assume to be MALDEF?

Mr. TRASVINA. At the time of our legislative language recommendations it was not considered.

Mr. HAWKINS. Then I assume you are not in a position to speak to the merit or lack of merit of H.R. 2907?

Mr. TRASVINA. I wouldn't want to elaborate further than our previous comments as to the specifics of your bill.

Mr. HAWKINS. We did consult with Hispanic organizations and the Hispanic Caucus in the House was an integral part of the drafting of that proposal. I am a little surprised that you are not in a position to speak to the specific bill which is before this committee.

So the recommendations that have been made, have been made independent then of H.R. 2907 in its approach? Is that a fair statement?

Mr. TRASVINA. The recommendation made both prior to and independent of, yes.

Mr. HAWKINS. Now, on page 5 of your statement you made some statements that are not clear to me, at least—reading from the statement—allocating a certain percentage of moneys to particular institutions they have merit if it can be truly substantiated that without any set-aside, long-term development problems would not be addressed. Indeed, this may be the case in certain black institutions. However, beyond that goal we would proceed cautiously so as to insure that the title III program does not become a quagmire of groups fighting over distinct pots of money that may have little justification except as to resolving political squabbles.

Now, what political squabbles are you talking about and what groups are you talking about squabbling over pots of money as this would seem to indicate? Are you suggesting that you are opposing a set-aside or just what are you really saying in that particular statement that I seem to have some difficulty in trying to understand?

Mr. TRASVINA. Mr. Hawkins, we want to make sure that those who come before this committee as we do emphasize that the central purpose of title III as well as the entire act is to serve the under-served students. We would not want to be in the position of having to fight for the same piece of a pie, or in these days, ever decreasing parts of a pie.

Mr. HAWKINS. That's what it's all about. That's what life is all about today. That's what Congress is all about. There isn't enough in the pot for people to fight over and we are fighting over a limited amount. But I can't see how it has relationship in this instance because you have not indicated that the institutions that might be damaged by such charges are indeed fighting over anything and that they are indeed involved in any political squabbles.

Do you know of any institutions that involved in political squabbles over fighting for what is presently available to them?

Mr. **Trasvina**. Well, necessarily because of the mission of these educational institutions is so large and because we see ever-increasing numbers of minority students entering postsecondary education, the job of access to education, higher education, becomes ever larger, necessarily because it involves Washington and it becomes political as well as educational.

Mr. **Hawkins**. Are you acquainted with the original mission of the black institutions that we are describing? And would you say they have served their mission well enough to be recognized now for survival?

Mr. **Trasvina**. I'm sorry, I don't understand your question.

Mr. **Hawkins**. Are you acquainted with the mission, since you are talking about black institutions, are you acquainted with their original mission? Do you think they have done a good job of fulfilling it? Do you think they still have a mission to fulfill inasmuch as they are not now altogether black institutions but many of them are becoming much more nonminority and, as a matter of fact, some of them have actually become majority white institutions? Or do you think that they have fulfilled their mission, that they are entitled to the possibility of continued existence and if a set-aside facilitates that, would you say that you would favor such a set-aside?

Mr. **Trasvina**. I'm sorry, Mr. Hawkins, if I was not clear in the body of my testimony.

Mr. **Hawkins**. That's what I am trying to clarify.

Mr. **Trasvina**. We feel that the black institutions are fulfilling their mission—that there is still much to be done. We believe that they must be supported in order to spur their development and aid their mission.

Mr. **Hawkins**. So you would agree to a set-aside under that condition if you felt that that helped them to continue?

Mr. **Trasvina**. If that was the will, we would believe the best way to support the institution is our goal.

I note with pleasure that the bill which you referred to earlier has a Hispanic portion in it——

Mr. **Hawkins**. I haven't gotten around to that.

Mr. **Trasvina** [continuing]. With a 20-percent enrollment figure. If set-asides are the wish of this body and the way this body is going to go, that is a very appropriate way to handle the Hispanic institution issue.

Mr. **Hawkins**. We consulted with the Hispanic community and certainly consulted with the Hispanic caucus. We agreed on that percentage. That is stipulated in part A of the bill.

My confusion is as to whether or not that has been given consideration by the group or the coalition that you represent, whether or not they object to that set-aside, those institutions Hispanic in character, some of which are in my particular area, and certainly throughout the Southwest.

Are you placing yourself on record as opposing that particular provision? It's rather unfair to ask you because I am not so sure that you are familiar with that provision inasmuch as you have already indicated that you are not testifying necessarily for or against H.R. 2907. But let's assume that you have read that part of it.

Are you opposing that provision in H.R. 2907?

Mr. **Trasvina**. Certainly not. I indicated that the specifics of the 20-percent enrollment was highly appropriate. And if there was going to be a set-aside, that that would be an appropriate definition of Hispanic institution.

When that bill was introduced the Hispanic higher education coalition—Director Rafael Magallan submitted a letter to—that is in the Congressional Record—to that effect.

Mr. **Hawkins**. I appreciate your answer and that satisfies me. I just wanted to know whether or not I am beating my head up against a stone wall in opposition to individuals who don't want that provision. I am not around here just to play games. I am around here to do a responsible legislative job. If that provision is objectionable to any great coalition of people with whom I have great concern and friendship, I want to know it. If today you can't give us a specific answer, then I certainly would appreciate it, as we pursue this great battle—and it's going to be a battle to get anything through. I think the chairman of the committee here can indicate that.

As a matter of fact, this title III as we propose it, is certainly going to make his job a little harder. It is going to make my job tough. If we are doing something that the individuals we think we are helping don't want, I think now is the time to make it clear and tell us.

Mr. **Trasvina**. I wouldn't want to leave you with the impression—the lasting impression that your work was something that we did not appreciate, that we did not want, that we did not value.

When we responded to the invitation from this subcommittee to present our legislative recommendations, it was made clear that the set-aside option probably would be foreclosed. However, if there are set-asides, then, of course, we have already made clear to you, sir, that the set-aside provision which you have already had lengthy discussion with members of the Hispanic community, is one that is very appropriate to our needs.

Mr. **Hawkins**. I am not saying my views represent the views of this committee but certainly they represent very well my views as I stated them. Certainly I look forward to a clarification of the issue. And let us assume that set-asides will be acceptable, I want to know definitely as soon as possible what is the position of your organization, your Coalition, of H.R. 2907. I certainly would appreciate that information.

Thank you.

Mr. **Trasvina**. Thank you.

Mr. **Hawkins**. Thank you, Mr. Chairman.

Mr. **Ford**. Mr. Gunderson.

Mr. **Gunderson**. Thank you, Mr. Chairman, and thank you both for your testimony. I guess this is a rather unique area for me. I come from a district with, I think, the smallest percentage of minorities of any congressional district in the country, according to the last census. So this is not a big parochial issue of any sort but I would be interested in your thoughts and philosophy on something I have been pursuing consistently throughout the reauthorization of the higher ed act. That is, that the purpose of any reauthorization is to update present law to better reflect and better respond to current needs and demands.

One of the issues that we had in front of us in earlier testimony on title III, I believe, was brought to our attention by representatives from Wayne State who suggested that they serve a very, very large black population, but they are not, quote, "a historically black college." They recommended to us that our focus should be revised, that we ought to be gearing the effort toward serving minority populations rather than, quote, "minority institutions."

How do you respond to that? Either one of you.

Dr. **Hytche**. Yes, I would like to respond to it. I'm happy that you chose Wayne State because the president out there was my vice president for academic affairs so I know a little bit about Wayne State, and I can say to you that there is no comparison between the resources and the facilities at Wayne State University with any historical black college in this country. Maybe it's because it was not originally historically black and they got in on the ground floor and it was supported fully by the State. But I know for a fact that there is no comparison with any historically black college in this country.

Mr. **Gunderson**. That's fine. Now if you could elaborate further—and the real question that I have is, Should our efforts be geared more toward the minority student than the minority college campus?

Dr. **Hytche**. It is very difficult to differentiate between the two. I think that the institution or the campus is going to be supported in terms of the caliber of students that we take. And the historically black colleges, up until very recently, as you know, by law, was almost 100 percent black. Now in this particular instance, maybe Wayne State is changing its complexion and there is a possibility that in the future they might be in dire need of the same kind of support that we are requesting for the present historically black colleges.

Mr. **Gunderson**. Do you have any comment?

Mr. **Trasvina**. You have presented the invitation to respond on somewhat of an either/or proposition. I think that because the black institutions have traditional responsibilities and a traditional role that that cannot be ignored as at the same time that we do address the issues more and more of minority students.

Certainly in terms of there very few, if any, traditionally, Hispanic institutions, and we would need definitions to serve institutions that are in the Hispanic communities and have large numbers of Hispanic students. I don't think that either one can be ignored—that's my point.

Mr. **Gunderson**. Would either one of you favor a limit on the number of years an institution can, quote, "receive money" through title III if the concept is that of stablizing—you know, to help the institution get on its feet—to provide the sound financial basis? Should there be a limit in the number of years? I mean, in numerous programs we have 3-year grants, 5-year grants, et cetera. Those kind of programs are all around here in the Federal Government. Should there be any kind of a limit or should this be a form of ongoing support?

Dr. **Hytche**. Yes, sir. I think that I would support a limit but the limit would be determined on the basis of the problem being solved. I mentioned earlier—I don't think that we place a limit on the major research universities or specific research projects that they are doing until the problem is solved. And until the problem that we have for educating such a high segment of underprivileged youth is solved, there should not be a limit. Let us solve the problem and then cut us off.

Mr. **Gunderson**. You bring up a wonderful suggestion. Possibly the way to solve this whole problem is to take such things as research money and require that a certain percentage of the money go to serve minority student populations.

Dr. **Hytche**. Excuse me?

Mr. **Gunderson**. OK. Possibly the answer then would be that we simply redirect funding sources such as research money. Major land-grant colleges, et cetera, have had research funds from the Federal Government since the beginning of time. Probably what we ought to do is we ought to require that a certain percentage of all Federal research funds must go to either traditionally minority colleges or colleges with a large percent of minority populations or that type of focus. In this way, we give you the indirect support by providing you with research support rather than having the money all go to larger academic institutions. I mean, maybe that's the way we ought to pursue this whole effort.

Dr. **Hytche**. That would be my choice if I understand you correctly. The present higher education act that Chairman Hawkins has presented is about the closest thing I know to it.

Mr. **Gunderson**. OK, thank you. Thank you, Mr. Chairman.

Mr. **Ford**. Mr. Hayes.

Mr. **Hayes**. Thank you, Mr. Chairman. I do have some comments but I defer to my colleague Congressman Dymally who does have some time constraints which are running out on him and then you can come back to me if you will.

Mr. **Ford**. Mr. Dymally.

Mr. **Dymally**. Thank you very much, Mr. Chairman.

First, during the course of the hearings on this piece of legislation, in fact, title III, there have been a lot of reference to Wayne State. My alma mater, California State University at Los Angeles, has a majority of minority students. But it can't be compared to historically black colleges because every year the legislature adequately funds that school. So there is nothing unique about Wayne State. There exists in California, San Francisco State, Cal State, Los Angeles. But they are not schools that are wanting financially. So the comparison is not well placed, to take a State school and compare it to a historically black college. In fact, there are more white students at some historically black colleges than at Cal State, Los Angeles or San Francisco State. But you can't take a school that is well funded and make comparisons with the historically black colleges.

The second observation that I want to make, Mr. Trasvina, I get the impression in reading your statement that you were not addressing the specifics of the legislation, rather, you were developing a philosophical theme and you were saying in fact, in a sort of closet manner, hey, these black colleges are getting a lot of money—the Hispanics want some.

Is that the major thrust? I raise that because there is a developing Hispanic school in Oakland and at one time they sent a letter to Members of Congress in which they were criticizing the historically black colleges for receiving Federal funds and the Hispanics were not receiving any. And I said to them, because I knew them very well—I wrote them a nasty letter, and then they called me because I am an old friend of theirs—I said, don't criticize the historically black colleges for what they get. Try to join with them for the pot, and get a piece for yourself, rather than be critical of this. When this bill was being conceived, I took a very active interest—my administrative assistant is Hispanic, and he came to me about Hispanic concerns before the bill was developed and we were sure that Hispanics, which make up 25 percent of my district, were well taken care of in this piece of legislation—the Hawkins-Simon bill.

So my impression is that you are raising a philosophical theme rather than addressing the specifics in the bill, which is sometimes dangerous. I mean, this is the sort of speech one gives at the MALDEF convention rather than when addressing the legislative enactment embodied in this piece of legislation. So I would like to get your response.

Was this a philosphical theme that you expressed or were you addressing the specifics in the legislation?

Mr. **Trasvina**. We have attached detailed specific legislative language which we would like to see in the final version of the bill. But for any reason this conveys that we are somehow fighting with black institutions or black groups, that is 180 degrees from where we are. I recognize that, especially from someone like you who has a long history as State senator and Lieutenant Governor from our State, of working together to develop the educational progress of Hispanics, blacks, and Asian Americans, that certainly I have no interest in fighting one set of colleges and pitting one against the other.

What we would like to see is that—we do recognize the Hispanic institutions must be better served by the current law, but in no way do we want to depart from the needs, or take away from the needs, of the black colleges.

Mr. **Dymally**. I think that Chairman Hawkins knows that committed as I am to the black institutions, I am equally committed to my constituents, and I wanted to be sure that the Hispanics are taken care of in this bill.

In fact, I was discussing with the staff recently about the Asian portion of the bill which I am satisfied is well covered in the legislation.

So I just want you to know there is some commitment to Hispanic involvement in this legislation. You may want to talk with Dave Johnson in my office about his early input into this legislation.

Thank you very much, Mr. Chairman.

Mr. **Ford**. It has a set-aside of $15 million or 20 percent, whichever is greater, for Hispanic institutions as defined in section 312(2)(c). I go back to that and I find that that's any institution of higher education which has an enrollment of which at least 20 percent are Mexican-American, Puerto Rican, Cuban, or other Hispanic students, or combination thereof, and which also satisfies the requirements of subclauses (1) and (2) of such clause referring to the economic characteristics.

There's where we are hung on the horns of a dilemma. While the gentleman remembers Wayne State, he doesn't remember the principal college in Detroit which is paid for by the local taxpayers of Detroit—Wayne County Community College—which has a 55-percent black enrollment. Now, why does it have a 55-percent black enrollment? It's the cheapest and best place for blacks living in Detroit to find education within their reach and the public school system of Detroit now exceeds 70 percent black population. It is the primary server of a very large number at the present time, 11,000 black students. And while that school is presently in receivership—that's how bad off it is—because taxes, as you know, in cities like Detroit, have not increased, they have been very badly damaged by the recession, and that's what they have to look to, the local tax base.

We cannot get a title III grant for them because we are told there is a set-aside for community colleges of 24 percent and we have already spent the 24 percent on community colleges. So no matter what your characteristics, you can't get it.

On the other hand, you don't look at the population percentages when you talk about a historically black college or university. There the characteristic is how or for what reason it was created, not what the present student makeup is. The figures that I remember are that about 47 percent of all black students in the United States attend community colleges. Seventy-two percent of all Hispanics who go to a school beyond high school in this country are in community colleges.

So the pressure which we are not hearing here but which is on me constantly is, look, we are doing a better job than anybody else to increase the participation of minorities in education and you won't give us money to develop because you tell us that because the population wasn't there when we started, or when other schools started, we are going back to where there was a concentration of a particular minority population, and we will continue to support them. And it's the answer to Gus' question where is the tension?

We would be less than honest if we did not acknowledge that that tension is there because I am subjected to it constantly. I went through this in 1979 and 1980 when we did reauthorization the last time. If I say anything for the community colleges about increasing their set-aside, then I am doing that at the expense of the historically black colleges and I am antihistorically black colleges. If I say, well, I will go along with increasing the set-aside for the historically black college, they say, but we have a majority of black students, we can't qualify for that, and that doesn't get it done.

So we have to wrestle with that. I think we can work together with what Gus has here as a proposition. But we are going to have to do it the same across the board. I might also observe in response to your observation at the beginning of your question—fully one-third of all of the colleges we are talking about as HBUC's are public. And I would ask the gentleman at the table: Do you feel that the pattern of discrimination against the allocation of State resources to the public historically black colleges in your State continues to this time?

Dr. **Hytche**. I am very sorry, with the door opening, I can hardly hear.

Mr. **Ford**. In Mr. Hawkins' bill it says that one of the things we are addressing is the historical discrimination against historically black colleges and the allocation of resources.

Mr. **Dymally**. Mr. Chairman, would you yield at this moment since I have to leave? That's the key to it. A group of institutions have been historically discriminated against. The others are accidents of circumstance. The community colleges have not been discriminated against historically. But they have problems due to bad fiscal policy of the county or the anger of citizens. These schools have had a historic mission and they have not benefited because of our dual system of education in our society which has existed for many years. We are now trying to correct that.

In terms of integration historically black colleges and universities are not young, but they have suffered for a very long time. And they have to be supported now because they have endured 100 years of discrimination against these institutions. It is not fair to compare a historically black college in North Carolina to a community college in Los Angeles which is having difficulty. I sympathize with Compton College in my district but Compton College has the resources to solve its problems, and they have not been discriminated against even though they owe the State $600,000. I mean, I have great sympathy for them but they did not have, and have never had, and will not have in the future, the problems that the historically black colleges have had so we have to put that in proper context.

Thank you, Mr. Chairman.

Mr. **Ford**. I understand that but the gentleman, I think, is having difficulty with what I am trying to describe as the problem, and that is that if you use as an example of the difference between a historically black college and a community college, the fact that one is public and the other is not, that then raises the question in my mind which I have just posed: Is there discrimination in the allocation of resources between historically black public colleges and the other public colleges in your State's educational system?

Dr. **Hytche**. Mr. Chairman? My budget is up, the legislature will be looking at it very carefully. I think that I would have to answer this question in another way: Is there discrimination in my State?

Mr. **Ford**. I am asking you for your opinion. If, indeed, they are now allocating one amount of money per capita for non historically black colleges, is there a different allocation to historically black colleges, that's something we are interested in because Mr. Hawkins and I, together on this committee for 20 years, worked on legislation to prevent States from doing that. The suggestion has now been made from this side of the table, not from that side of the table, that that is a continuing problem. And if it exists we have a vehicle that we can look to as a possibility of resolving that.

We can say to a State, if you are practicing systematic discrimination—I don't care if it's de facto or de jure, I have never been one to believe that if you are discriminating against somebody it makes any difference whether you did it because of a law or because that's what's wrong with you—but if indeed that continues, we have before us a possible vehicle to address that and provide disincentives for a State to continue that kind of discrimination.

Now, that won't help the private schools of any kind. But at least it would be another way in which we can address historical discrimination if it still exists in the allocation of resources through the public institutions. And you represent a public institution—you should be in a position to hazard a guess.

I don't want to put you in a spot with your legislature while they are considering your budget. Maybe this is a good time to have the newspapers report that you don't think you are getting your fair share.

Dr. HYTCHE. I would like to say if there is discrimination, I am sure that my legislators will deal with it and deal with it appropriately. But I think, Mr. Chairman, we are talking about an issue that's far different from what the conditions are now.

We are talking about a condition of historical neglect. The only way you can catch up if you are behind is to run faster. This is what we are talking about.

I hope that the record will show that the chancellor of little small school in Maryland has indicated to this elite body that we have a record of graduating a clientele in this country that no other institution can match. There's a close relationship between the annual family income and the academic progress of students, as you well know.

Let me just cite—and I know this is applicable throughout— in my institution, 3 years ago the average income was $11,200, the average family income. In another institution, which I am always being compared, the average income of the students was $18,200. We were graduating about 70 percent of the students who came to us—black students—and they were graduating about 30 percent. That within itself ought to be enough to encourage support for these institutions.

While I am talking let me also say, because I have a long speech about the community colleges, and I am a strong supporter of them, but very few community college graduates do you have as your colleagues here in this session. In Maryland, and my colleague is here, I think, he is listed on the program, to talk about this—but in Maryland we are very fortunate because about 15 percent of our graduates go on to 4-year institutions. But nationally, only about 7.8 percent go on to 4 years and get a degree. The leaders of this country are not graduates of community colleges.

I think that with the clientele that these institutions that I represent, or serving, deserve special attention, not because of what is happening in our States now, but because of what happened in the past.

Mr. HAWKINS. Mr. Chairman.

Mr. FORD. Certainly.

Mr. HAWKINS. Just this comment.

I am sorry that I have not wanted to take up the time of the committee because I prefer that we allocate the time to the witnesses, but I think it should be thoroughly understood what we are trying to reach in H.R. 2907. I think this comparison of one institution with another is a very unfair way of addressing it. We have tried to address that in H.R. 2907 in terms of a set of institutions.

My understanding is that Wayne Community College, which has been referred to, is on the National Science Foundation list, is going to be assisted. I think is it included in H.R. 2907, so I think it would be very unfair to start talking about these institutions and what they are getting.

We will submit information to the committee which will document that what we refer to as historically black colleges are not receiving the assistance that the other institutions are receiving. When we begin talking about even the amount of endowments that the institutions are receiving, you can't compare historically black colleges with the Ivy League universities. Even in the endowment, only about 17 percent of the total endowments go to only a few select institutions. We are talking about institutions that are receiving very little financial support.

When you consider the other executive agencies that are assisting these institutions—the Defense Department, for example, they put practically no money into the historically black institution. They are putting it elsewhere. You have to put all of this money together to see how these institutions are not receiving their just share even of the Federal dollars. We have addressed that problem.

As I say, I don't want to take up a lot of time in trying to answer all of these questions this afternoon that we can answer when the witnesses are not with us. But we are talking about institutions that unless we assist them, are going to go under in the future because of economic conditions beyond their control. They are 4-year institutions, they are not community colleges. I think we have to not compare enrollments. We have got to compare graduates. How many are they graduating? How many will Wayne State graduate as compared with how many a black institution, a historically black college will graduate?

We will find that over 40 percent of the graduates are from these institutions we are talking about. They are not students who are dropping out. So these comparisons, I think, have to be balanced off and I think we can submit that information without, at the same time, taking it up. But I don't like the impression to be given that we are just concerned about the problem of desegregation.

As I have indicated, historically, these were black colleges. But they are now becoming filled with a lot of white students. Several of them have become a majority of white students. So on that basis, I make no apology to specifying the set-aside of historically black colleges.

I think it is an unfair comparison to compare an institution in Michigan in your district with one of these historically black colleges, and I think that we get into a game that is not winable, I think, on any score.

Mr. FORD. Mr. Hawkins, I agree with you on what should be done with other departments but I think you should be proud of the fact that the department that reports to this committee put into the historically black colleges in 1984 $442,527,000 in one way or another, and while the Department of Defense put in only $22 million, the Department of Commerce only $2 million.

Mr. HAWKINS. What are you trying to show?

Mr. **Ford**. That this committee has done a better job in the agency that's under us in getting a fair share, because the $442 million does not represent this bill. It includes the components of title IV. And treatment in this committee of these schools in terms of a share of the total pot has been much better than it has been allocating out Federal dollars that go to colleges and universities through any other device.

The delivery system that we have developed in the last 20 years is obviously doing a better job than has been done in the others, and the Defense Committee ought to consider how they can start catching up with this.

Mr. **Hawkins**. I don't think we are addressing that. I think we are consuming time that could better be given to the witnesses. I am only suggesting that we are talking about institutions that are not receiving a just share of the Federal dollar. Let's confine it only to that. That we should address that issue. We are trying to do that which we can in H.R. 2907 that still will leave these institutions in a very unfavorable situation financially as compared with the other institutions.

The question was raised why don't we help those institutions where there are black students? That, I think, is a far different question in helping these institutions where there are a majority of students who are low income, black and white, who are serving a historical mission that is addressed in H.R. 2907. Now, if we want to help those others, I am willing to go along with you and let's address that problem as well.

Mr. **Ford**. I appreciate that the chairman said about not taking up the witnesses time with our discourse but this is the only opportunity that people in this room are going to have to hear any discussion as we try to balance out these conflicting claims on a limited amount of money. They ought to know that at least some of us consider this to be very serious. Mr. Hawkins and I certainly do, and the other members of this committee. And that it isn't as easy as simply choosing up sides—are you for community colleges? Are you for 4-year colleges? Are you for trade schools? Are you for one type of institution or another?

The Secretary of Education says the only proper kind of college you ought to have is a traditional 4-year liberal arts college. We have rejected that every time somebody has suggested it. We have put just as much dignity, frankly, on somebody taking a 1-year course to prepare them for a job in a community college or a trade and technical school as we do somebody pursuing a Ph.D. That's how we try not to have the Federal money become directly or indirectly a perpetrator of class distinctions with some people being considered educated and others not being educated.

When plumbers and garbage collectors make more money than 4-year college graduates, 5-year college graduates teaching school, you know that society has got a lot of problems out there we can't solve with this legislation, but we can't ignore them.

I raise these questions only because it really should not boil down to a numbers game of how much do we set aside for this kind of school, and how much for this. And we should not, as you have suggested, Mr. Chairman, get into a competition between them, but we didn't choose the competition. It's the nature of the way in which this program and the institutions in the country have evolved in the last 20 years that brings about the confrontation. There were no groups like MALDEF talking to us 20 years ago when we passed this legislation. They have had amongst this particular group of people, the ones who are represented by the gentleman at the table, an awakening of sorts that has caused them to organize and assert their claim on what they perceive to be the fair share of the pie.

The administration tells us we can't make the pie any bigger, so if we are going to recognize somebody making a new claim, or relatively new claim, on a pie that isn't going to get any larger, somebody else has to give up a little bit. I wish that we had a biblical figure here that could get that done. It's not going to be easy and I wanted to take this opportunity to let people know that it is that difficult. I think we will hear from a witness who has met with me before to help me find answers to this dilemma, and I hope we can get on with the next panel.

Do you have any further questions, Mr. Hayes?

Mr. **Hayes**. I just have a brief comment, Mr. Chairman. Thank you for giving me the privilege. Time is of the essence here, and certainly I don't want to use up any of that precious time unnecessarily.

I want to avoid a repetition of what occurred before when we had this hearing when some of the witnesses, I believe Dr. Blake was one of those, who went away and didn't get a chance to testify. I think I saw him in Atlanta and promised I would see him and get to hear his testimony on the 19. I do want to hear that.

I want the right at least to put into the record of this committee a statement that deals with my position in respect to the title III of H.R. 2907. I want to sound a word of caution as I see it, and certainly I don't want to be guilty of trying to analyze the full content of the meaning of the letter from the Secretary of Education that we heard read to us, without having a chance to really digest it. But just an overall synopsis would indicate to me—and I say this particularly to you, Mr. Trasvina, that we cannot afford the luxury of being in the position where the Hispanics compete with blacks and other members of the minority group and try to divide up a scarcity, which I understand to be prevalent in that letter. Just overall, I would have to come to the conclusion that you can forget the direct loan program, as I understand it, and there are certain restrictions placed on the guaranteed loan provisions that we have been accustomed to, particularly the disadvantaged students who happen to be minorities. I think they are going to be faced with increasing problems. So what we need to do is to be gearing up.

I hope that the Secretary appears, Mr. Chairman, before this committee so he can respond to some of the things that I have concluded that he is saying in the letter, because I happen to represent a district that is 92 percent black. I am told that by the year 2000—and I have heard testimony before this committee—almost one-third of the kids who will be eligible, who enroll in institutions of higher learning, will be minorities. No preparations are being made today for their opportunities to take advantage of higher education, unless we lay the groundwork now.

So this is what my interest and concern is, and certainly I do hope that we don't get bogged down arguing over, or dividing up spoils, so to speak, of a scarcity. Because that letter, if I understand it, he mentions clearly what the President referred to as a "national treasure." I don't want to find the treasure that he is talking about at the bottom of the ocean as is the Titanic. This is the thing that concerns and bothers me. I just wanted to make that kind of comment.

[The prepared statement of Hon. Charles A. Hayes follows:]

Prepared Statement of Hon. Charles A. Hayes, a Representative in Congress From the State of Illinois

Mr. Chairman, I want to first state my appreciation to you and your staff for holding this critical hearing on a vital part of the higher education act—title III. This title not only represents new hope, it will also foster real equality and will do much to better prepare our institutions of higher education for a more productive future.

Today, a crisis in higher education confronts blacks, Hispanics, and native Americans in untold proportions. Yet, this crisis is really another opportunity for this Congress to decide the directions this Nation will travel to meet the future and to achieve more meaningful measures of equality and progress.

Today it is not easy to speak about minorities and higher education in the same breath—since a dark danger of decline in participation has descended during the last decade upon youths who are black, Hispanic and native American. A brighter horizon awakened an earlier generation during the 1970's when equality of educational opportunity was the main goal of this government's educational committment and concern. But gains made then are now drastically declining. Former signs of success and advancement are now new signs of despair and defeat. Black progress in higher education is now only a memory and Hispanic increases are barely maintained while native Americans still remain at the bottom of the ladder of educational progress. Yet, we cannot avoid facing these problems today nor can we shrink from confronting the challenges sure to arise tomorrow.

While minorities are the most likely victims of this crisis, such present dangers are also a new opportunity for the federal government to formulate more adequate and appropriate policies and programs. I believe that opportunity presents itself in the proposed title III which we are considering today.

Our Nation's previous educational policies do not meet present or future dire needs of minorities in this domain. But simple self-interest requires that we expand opportunities for minorities to benefit from learning and justice, or we will reap a society where significant portions of our population will be dependent and disillusioned rather than contributors and capable. The challenge is difficult, but we must act now to regain prior progress and to prepare sufficiently for the future.

Permit me to make a few observations. Institutions of higher education operate based on a combination of public and private resources. Presently, 100 institutions with the largest endowments had a market value of $17.3 billion in 1982. But the private sector, including corporations, foundations and personal gifts, are not the only source of significant assistance to our Nation's colleges and universities.

It is important to note that historically black colleges represent less than 2 percent of the nearly $25 billion of all endowment funds in higher education—only $259 million. These same struggling institutions which serve the poorest student population secured around 6 percent of the $9.9 billion in federal monies spent in institutional aid in fiscal 1983. State support in institutional aid for public and private colleges also totalled roughly another $17 billion in 1983.

In considering the crucial purposes of title III, we must recognize the important and significant role black and other minority institutions have performed in nurturing and developing youths with strong academic potential and who entered college with various affective and social handicaps. Many of these institutions have small or no endowments to buttress their programs or services. Nearly three-fourths of their students are from families with incomes under $14,000 as compared to about 10% of their white counterparts.

Despite such environments, black colleges have demonstrated historically their capacity to positively influence cognitive development. While they educated 20 percent of all black participants in higher education, they graduated nearly 40 percent of all blacks who earned the baccalaureate degree. Historically black colleges produced more black baccalaureate degrees in 1981 than all other 673 public and private colleges in the same region (the South). With far fewer resources, such as finances and equipment, and with decaying physical plants and socially more troubled and academically deficient populations, black colleges have taken these odds of adversity and struggle and transformed them into impressive outcomes.

Our government has a duty and a responsibility to be a source of strength to institutions that are weak in order to enable them to be more competitive and contributing. America has rescued the auto industry, a city on the brink of bankruptcy, farmers, tobacco growers and big businesses through huge tax advantages.

Now, amidst the crisis impacting on minorities, I believe it must help those who so desparately need assistance in order to create a better society and to usher in an era of justice and equality for all. I believe the adoption of title III will provide a sound basis for that new era.

Mr. FORD. Mr. Petri.

Mr. PETRI. I just want to say that the historically black institution have a particular claim on this committee and on the Federal Treasury, and that we are looking forward as a committee, to working with you and not setting group against group, or dividing up the scarcity, but recognizing that unique claim, and doing our best to fulfill as much of it as we can, and doing it on a bipartisan basis.

One thing that struck me particularly in the testimony—and I will just end with that—was the statement that if you are behind in a race you have to run faster to catch up. Certainly that implies some particular help—if you have a little better shoes, or a little better coaching or training, you can sometimes do a little better in the race. I think that's something we want to put on the record.

Mr. FORD. Thank you.

Mr. Hayes.

Mr. HAYES. No thank you, Mr. Chairman.

Mr. FORD. Thank you very much, gentlemen, you are very interesting witnesses.

Dr. HYTCHE. Thank you, Mr. Chairman.

Mr. TRASVINA. Thank you.

Mr. FORD. Now we have Dr. Elias Blake, president of Clark College in Atlanta, GA; Dr. Philip Day, president of Dundalk Community College in Dundalk, MD, and Mr. Tom Allen, American Indian Higher Education Consortium.

Without objection, the prepared testimony submitted by each of the witnesses will be inserted in full in the record. Dr. Blake, I think you have seniority having spent more hours waiting to testify than any other witness in this long series of hearings, so I would call on you first.

Mr. HAWKINS. Mr. Chairman.

Mr. FORD. Pardon me. Chairman Hawkins.

Mr. HAWKINS. I apologize to the witnesses. I am 15 minutes late for an appointment which I had arranged in my office. This is the second time that I wanted to hear Dr. Blake and some of the other witnesses. It seems like, unfortunately, we have consumed a lot of time already. I cannot remain. I just wanted to express my apology that if in the midst of some of the testimony I leave it is because of a previous arrangement that I made. I had really wanted to listen to the witnesses. I just want to apologize for not being able to listen to all of them. Thank you.

Mr. FORD. Dr. Blake.

STATEMENT OF DR. ELIAS BLAKE, JR., PRESIDENT, CLARK COLLEGE, ATLANTA, GA, ACCOMPANIED BY KENNETH S. TOLLETT, ACTING COUNSEL, NATIONAL ASSOCIATION FOR EQUAL OPPORTUNITY IN HIGHER EDUCATION

Dr. BLAKE. Thank you.

Gentlemen, I would like to in as brief a manner as I can try to address the basic public policy question which is driving the dialog that I just listened to, and to assume that the specific recommendations on the legislative strategies to make things that I want to talk about happen, I think can be fashioned if there can be some agreement on some principles of why we would want to do this in terms of what's the rationale for it.

I would say at the outset that I think that we should recognize that we are talking about an institutional aid program as opposed to a program that supports individuals. I believe that an institutional aid program is important as a companion to the individual support which goes to minorities wherever they are found and whatever kind of institutions they are found.

But one must have some rationale for trying to limit the number of institutions that you are talking about supporting. I think you can do both, support the historically black colleges as well as support those institutions which have a majority of minority students in them, whether they are Indians, Hispanics, and also probably those institutions that have a very, very high but minority proportion of blacks enrolled in them.

What I would like to make is three or four particular points. That is, to indicate that the historically black colleges have served, serve now, and continue to serve a major national positive purpose and goal. The goals that these specific institutions serve began, of course, in the 13th, 14th, and 15th amendments to the Constitution, and the array of civil rights, public accommodations, voting rights laws. These laws recognize that the need to use a continuing array of instruments to create the conditions that made possible the full utilization of the rights, privileges, opportunities, and benefits of citizenship for former slaves.

These institutions represent an unparalleled set of institutions to work on the still unfinished achievement of the national goal of equality of opportunity and actual full participation in the complete range of political, economic and social activity in American life by black Americans. As with great research universities whose unparalleled contributions to cancer or heart disease research merit support, the HBCU's merit a similar treatment because they contribute to valued national goals in a proportionate way as great research universities have contributed to breakthroughs in medicine, agriculture, or nuclear energy.

I will not go through what I have in the testimony but I will cite two or three sets of facts.

From 1865 to 1930, a totally illiterate people advanced to over 80 percent literacy. Blacks literacy increased to 93.8 percent in that period compared to 32 percent for the South as a whole. The black colleges were at the heart of that astounding development because there were in fact grade schools, high schools, normal schools, for the training of teachers. Their graduates, in that period, served as a base for middle class committed to the ideals of America despite any semblance of fair treatment North or South.

In the period between 1914 and 1936, almost 9 out of 10 baccalaureates earned by blacks in America came out of the historically black colleges. The same was true of professional training.

A remarkable index of the quality of this training is that these students, 75 percent of them, had to earn their master's degrees from white colleges, and 100 percent of the Ph.D.'s that black Americans earned from 1914 to 1936 had to be earned in white colleges, even though these colleges were reluctant to accept many of these graduates.

I am making this point to indicate that we are talking about not just institutions but a remarkable educational process that takes place within these institutions that still no other set of institutions in America has mastered at the level of expertise, just as in research universities many people have not mastered the research techniques that these research institutions develop.

Without these colleges, then, there would have been little or not educated leadership in America in the period of the 1960's.

An earlier study that I did indicated that as late as 1965 there were only about 400,000 blacks in America with college degrees. That's from 25 to the grave. The black colleges had produced over 80 percent of all of the blacks with college training in America. Therefore, when the country got ready to go through one of its most difficult periods of social change, one should shudder to think what that period would have been like in America had not we had an educated leadership to take the country through that period.

In regards to the different kinds of institutions, it is important to note that we are talking about, in terms of institutional support again, trying to identify institutions which make a special and disproportionate contribution to the equalizing of educational opportunity because of the kind of institution that they represent.

For example, we find that the historically black colleges have about a 56-percent retention of their students to graduation. Blacks in white colleges graduate at about a 40-percent rate. And there were no differences in the postcollege job entry of the blacks whether they graduated from white or black colleges. So, clearly, these institutions represent a set of institutions that are excellent in accomplishing an important national goal.

In regards to a couple of case studies that I would like to mention in the time that I have, a study came up in 1984 looking at blacks in engineering. There's still less than 3 percent of all the blacks who are engineers graduate each year. There are 290 schools of engineering in America, but only 18 schools produce over half of that small number of engineers—in fact, it's just a little over 2,000 black engineers that are produced each year. But of the top seven schools in the production of engineers, five of those schools were historically black colleges. The sixth school out of the seven was Georgia Tech which has a relationship to the four undergraduate institutions that I represent. So that six out of the seven top producing schools in terms of engineers in America were related to the historically black colleges. So that we have very few engineers coming out of all of the other engineering schools in the country other than these schools. In fact, in looking at the data, outside of these 18 schools, it's about an average of about 3 engineers a year, are coming out of these 290 schools of engineering.

So the point that we are making is that when such a national goal is dependent on a smaller group of institutions, those institutions, then, should be available for support from the Federal Government.

As to the future, it was reported in the Washington Post today that the National Assessment of Educational Progress has found that 80 percent of Hispanic and 84 percent of black youngsters, 17 years old, did not read well enough to do college work. They went on to say that that dramatic finding comes amid declining minority college enrollment and retention rates with many universities blaming the elementary and secondary schools for not preparing minorities.

Historically and currently, the historically black colleges have not blamed anybody, nor do they deny these students entrance, or flunk them out in greater numbers than students with standard high school preparations. They rather became a unique collection of program, human and motivational resources to do the most difficult, exacting, and demanding educational job in all of American education—taking large numbers of the 17-year-olds that the National Assessment of Educational Progress described and turning them into doctors, lawyers, engineers, middle managers, and research scientists.

Such a collective resource is no less important to the future health and strengh of America than our precious research universities. The top 10 research universities received $1.3 billion in Federal funds in fiscal year 1983 alone, because they do more and better research that the Nation needs and cannot do without.

We dare not risk allowing these research institutions to become weak or die. We dare not risk letting the black colleges with their knowledge, their effectiveness, and their leadership for equalizing opportunity die.

To summarize, the historically black colleges and universities and it's right to support them because they represent a unique group of institutions that have no unique, no historical, or commentary peers in their production of black college graduates.

The act is needed because it supports those institutions which have supported the major manpower flow for integration in America. For without that flow there would be precious little integration in the professional and technical ranks in American life.

The act is needed because it supports those institutions which have produced the leadership responsible and effective leadership in a difficult process of social change that makes America a more secure Nation in its battle for the hearts and minds of national leaders against its adversaries on the world stage.

Imagine the difficulties of America in dealing with the Third World without the changes in racial segregation in American life which the graduate students and faculties fought for with their bodies and with their lives out of the historically black colleges . America is in the debt of these institutions no less than it is in the debt of the University of Chicago for nuclear fission.

The act is needed because we do not stop supporting effective institutions that pursue national goals after some arbitrary period of years. We do not stop supporting cancer research at a school after 20 years if the cure for cancer is not yet in place and the school is continuing to show promising results. Nor do we reduce their funding to fund other places. We, rather, try to do both.

With cancer, as with the moving from 6 percent or less of college graduates among black Americans, we must support the critical mass of proven talent that does the disproportionate part of the job of closing the gaps between whites and blacks.

The act is needed because we are not certain that given the demands of quality education for blacks who are still educated unequally as the National Assessment shows that we can continue with the level of success of the past. We have done well despite adversity and poor funding.

A critical point that I would make: We need the support because we did the job that we did with inequitable and really less support than comparable institutions. As institutions we still show the impact and the effect of that unequal support, and we do, as my colleague indicated, very badly need some help in catching up.

We are not getting the help from the private sector. The public colleges are not getting the help from their States. So the only other place that we know to turn is to the Federal Government which has historically been the court of last resort for black Americans in getting their needs fulfilled.

So what I am saying is that these colleges have developed a major capacity that serve the need for equalizing educational opportunity. And for a century almost alone, these institutions built the basic foundation for integration in American life and a society free from racial discrimination.

The removal of racial discrimination as a cancer from the body politic of the society is as important as removal of the cancer viruses from the individual human bodies. These institutions are the ablest and the most expert at that task. And as long as that task is unfinished, these institutions merit the support of their country to which they have contributed so much for so long.

Our national goal of achieving actual equality is supported more effectively by the historically black colleges, whether judged by productivity, by retention rates, by postcollege professional school performance, or by the leadership for the Nation of their graduates. The Nation can ill afford not continuing to support such an effective instrument of national policy.

We recognize very much that there are others who also feel that they merit support. But these colleges and universities were, and are, the Los Alamos of equal opportunity. And they have ushered in a new and explosive era of movement toward the ideals of our founders. Such a group of institutions, to quote from the legal brief we presented to the U.S. Court of Appeals of the District of Columbia in the *Adams* v. *Richardson* litigation on disegregation: These institutions—

> . . . have been menders, healers for wounded minds and restless souls. They have produced sterling talent which has benefited this Republic beyond measure of calculation, not only in material contribution, but also in intellectual, cultural and moral and spiritual offerings. Indeed, they have been and remain a domestic Marshall Plan seeking to overcome the disablements visited upon their clientele because of the color of their skin.

I happen to believe that you can support these institutions, support for schools that are dominated by Hispanics, support the schools which are dominated by Indians, support the predominantly black schools which are in the 2-year sector, and also give these particular institutions the support that they need to continue to serve this Nation in a sterling manner.

Mr. **Ford**. Without objection, the materials submitted by Dr. Blake as an addendum to his testimony and the appendixes will be inserted in the record in the appropriate order with your prepared statement.

[The addendum of Dr. Elias Blake, Jr., follows:]

ADDENDUM OF DR. ELIAS BLAKE, JR., PRESIDENT, CLARK COLLEGE, ATLANTA, GA

I AM ELIAS BLAKE, JR., PRESIDENT OF CLARK COLLEGE IN ATLANTA, GEORGIA. I AM CHAIRMAN OF THE FEDERAL RELATIONS COMMITTEE OF THE NATIONAL ASSOCIATION FOR EQUAL OPPORTUNITY IN HIGHER EDUCATION (NAFEO) AND SERVE ON SIMILAR COMMITTEES OF THE UNITED NEGRO COLLEGE FUND AND THE NATIONAL ASSOCIATION OF INDEPENDENT COLLEGES AND UNIVERSITIES. I HAVE ALSO SERVED AS CHAIRMAN OF THE NATIONAL ADVISORY COMMITTEE ON BLACK HIGHER EDUCATION AND BLACK COLLEGES AND UNIVERSITIES, A COMMITTEE FIRST APPOINTED BY THE THEN SECRETARY OF HEW, DAVID MATTHEWS.

I AM PRESENTING A PREPARED STATEMENT AND SEVERAL APPENDICES TO BE ENTERED INTO THE RECORD, OUTLINING THE RECOMMENDATIONS OF NAFEO, THE ASSOCIATION OF OVER 100 PUBLIC AND PRIVATE HISTORICALLY BLACK COLLEGES, ON TITLE III AND THE HISTORICALLY BLACK COLLEGES AND UNIVERSITIES ACT.

MY PRESENTATION THIS MORNING WILL ATTEMPT TO DEAL WITH THE FUNDAMENTAL PUBLIC POLICY QUESTIONS WHICH HAVE DOMINATED THE DISCUSSION ABOUT H.R. 2907: WHY SET THESE INSTITUTIONS ASIDE FOR SPECIAL

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FEDERAL FUNDING, ESPECIALLY AFTER 20 YEARS OF ALMOST CONTINUOUS SUPPORT FROM TITLE III? WHAT NATIONAL PURPOSES AND GOALS DO WE ACHIEVE WITH THIS ACT THAT CANNOT BE ACHIEVED IN ANY OTHER WAY?

THE ANSWERS BEGIN IN THE HISTORY THAT MADE IT NECESSARY TO ADD THE 13TH, 14TH AND 15TH AMENDMENTS TO THE CONSTITUTION AND THE ARRAY OF CIVIL RIGHTS PUBLIC ACCOMMODATIONS AND VOTING RIGHTS LAWS. THESE LAWS RECOGNIZED THE NEED TO USE A CONTINUING ARRAY OF INSTRUMENTS TO CREATE THE CONDITIONS THAT MADE POSSIBLE THE FULL UTILIZATION OF THE RIGHTS, PRIVILEGES, OPPORTUNITIES AND BENEFITS OF CITIZENSHIP FOR FORMER SLAVES.

THE HISTORICALLY BLACK COLLEGES REPRESENT A SET OF INSTITUTIONS UNPARALLELED IN THEIR CONTRIBUTIONS TO THE STILL UNFINISHED ACHIEVEMENT OF THE NATIONAL GOAL OF EQUALITY OF OPPORTUNITY AND ACTUAL FULL PARTICIPATION IN THE COMPLETE RANGE OF POLITICAL, ECONOMIC AND SOCIAL ACTIVITY IN AMERICAN LIFE BY BLACK AMERICANS. AS WITH GREAT RESEARCH UNIVERSITIES WHOSE UNPARALLELED CONTRIBUTIONS TO CANCER OR HEART DISEASE RESEARCH MERIT HISTORIC, CURRENT AND FUTURE SUPPORT, THE HBCUS

MERIT A SIMILAR TREATMENT. THEY CONTRIBUTE TO VALUED NATIONAL GOALS IN AS PROPORTIONATE A WAY AS GREAT RESEARCH UNIVERSITIES HAVE CONTRIBUTED TO BREAKTHROUGHS IN MEDICINE, AGRICULTURE OR NUCLEAR ENERGY.

FOR OVER 100 YEARS, FROM 1865 TO 1975, THESE INSTITUTIONS PERFORMED AN EDUCATIONAL TASK OF GREAT DIFFICULTY. IT IS DOUBTFUL THAT OTHER INSTITUTIONS COULD HAVE DONE THAT TASK EVEN IF THEY HAD TRIED; THAT IS, EDUCATE LARGE NUMBERS OF FORMER SLAVES AND THEIR CHILDREN DESPITE, FIRST, THE ABSENCE OF ANY ORGANIZED SYSTEM OF PRE-COLLEGE EDUCATION AND, THEN, GROSSLY INADEQUATE PRE COLLEGE EDUCATION THAT CONTINUES TO THIS DAY. NO OTHER COLLEGES ORGANIZED THEMSELVES TO DO THAT TASK.

FROM 1865 to 1930, A TOTALLY ILLITERATE PEOPLE ADVANCED TO SLIGHTLY OVER 80% LITERACY. BETWEEN 1890 AND 1930, BLACK LITERACY INCREASED 93.8 PERCENT COMPARED TO 32 PERCENT FOR THE SOUTH AS A WHOLE. THE BLACK COLLEGES WERE AT THE HEART OF THAT ASTOUNDING DEVELOPMENT WITH THEIR GRADE SCHOOLS, HIGH SCHOOLS AND THEIR NORMAL SCHOOLS FOR THE TRAINING OF TEACHERS. THEIR GRADUATES SERVED AS THE BASE FOR A DEVELOPING BLACK

MIDDLE CLASS COMMITTED TO THE IDEALS OF AMERICAN LIFE DESPITE THEIR DENIAL OF ANY SEMBLANCE OF FAIR TREATMENT IN ANY PART OF THE COUNTRY, NORTH OR SOUTH.

BETWEEN 1914 AND 1936, ALMOST NINE OUT OF TEN BACCALAUREATE DEGREES EARNED BY BLACKS IN AMERICA CAME FROM THE HISTORICALLY BLACK COLLEGES. THE SAME WAS TRUE OF PROFESSIONAL TRAINING IN MEDICINE, DENTISTRY, PHARMACY, THEOLOGY AND LAW.

A REMARKABLE INDEX OF THE QUALITY OF WORK OF THESE BLACK COLLEGES WAS THE FACT THAT 75% OF THE MASTER'S DEGREES AND 100% OF THE Ph.D. DEGREES WERE EARNED BY THE GRADUATES OF BLACK COLLEGES IN NORTHERN HISTORICALLY WHITE UNIVERSITIES THAT, THOUGH THEY ACCEPTED BLACKS, OFTEN DID SO RELUCTANTLY.

CLEARLY, A REMARKABLE EDUCATIONAL PROCESS WAS BEING FASHIONED INSIDE THESE COLLEGES WITH A CLIENTELE WHICH CAME WITH GREAT DEFICIENCES BUT WHICH WAS ABLE TO MEET THE CHALLENGES OF OPEN COMPETITION AS PIONEERS ON THE FRONTIERS OF INTEGRATION IN AMERICAN LIFE. NOTE WELL THAT WE ARE IN THE PERIOD 1914 TO 1936 WITH LYNCHINGS

STILL A FACT OF LIFE AND UNEQUAL TREATMENT OF BLACKS AND THEIR INSTITUTIONS BY ALL SECTORS OF THE SOCIETY.

AS LATE AS 1968, 80% OF THE BACCALAUREATES WERE STILL COMING FROM THE HBCUS OUT OF A TOTAL OF 21,700 EARNED IN THAT YEAR.

IT IS CLEAR THAT AT THE TIME THE GRADUATES OF BLACK COLLEGES AND THE STUDENTS AND FACULTIES WERE GIVING HEROIC LEADERSHIP TO THE BREAKING UP OF RACIAL SEGREGATION IN AMERICAN LIFE, NORTH AND SOUTH, 75 TO 80% OF ALL BLACK AMERICANS WITH COLLEGE TRAINING HAD COME OUT OF THE BLACK COLLEGES. WITHOUT THAT MANPOWER FLOW, THERE WOULD HAVE BEEN ALMOST NO COLLEGE GRADUATES TO BE A PART OF INTEGRATING THE NEW OPPORTUNITIES IN AMERICAN LIFE.

WITHOUT THESE COLLEGES, THERE WOULD HAVE BEEN LITTLE OR NO WELL EDUCATED LEADERSHIP OF THE QUALITY OF SUCH INDIVIDUALS AS WHITNEY YOUNG, MARTIN LUTHER KING, ANDREW YOUNG, JESSIE JACKSON OR JULIAN BOND. ONE SHUDDERS TO THINK WHAT THE NATURE OF SOCIAL CHANGE WOULD HAVE BEEN WITH AN UNEDUCATED LEADERSHIP PUSHING FOR CHANGES IN

AMERICAN LIFE, JUST AS ONE SHUDDERS TO THINK OF THE LOSS OF HUMAN LIFE WITHOUT THE WORK OF RESEARCH UNIVERSITIES IN CONTRIBUTING TO THE POLIO VACCINE AND THE WIPING OUT OF OTHER CHILDHOOD DISEASES.

THE HOWARD UNIVERSITY LAW SCHOOL WITH AN ARRAY OF LAWYERS, INCLUDING THURGOOD MARSHALL, WORKED FOR 20 YEARS FROM THE MID 1930'S ON LEGAL CASES LEADING UP TO THE HISTORIC 1954 DECISION OUTLAWING SEGREGATION IN THE PUBLIC SCHOOLS. EXPERT WITNESSES, MOSTLY FROM BLACK COLLEGES, RESEARCHED AND DOCUMENTED THE INEQUITIES BETWEEN WHITE AND BLACK SCHOOLS AT ALL LEVELS, GRADE SCHOOLS TO COLLEGES TO PROFESSIONAL SCHOOLS.

THE HISTORIC AND CONTINUING CONTRIBUTIONS OF THE HBCUS ARE AT LEAST AS IMPORTANT TO THE NATION'S WELFARE AS THOSE OF THE RESEARCH UNIVERSITIES. THE DIFFICULT TASK OF EDUCATING BLACK AMERICANS, DESPITE THE CONTINUING UNEQUAL PRE-COLLEGE EDUCATION, IS STILL REFLECTED IN THE DISPROPORTIONATE NUMBER OF GRADUATES COMING OUT OF THE BLACK COLLEGES. THESE INSTITUTIONAL STRUCTURES ARE SIMPLY BETTER AT DOING THE JOB. THE PROGRESS TOWARD ACHIEVING EQUALITY AND, IN TURN, ACHIEVING A

HEALTHIER SOCIETY IS AT GRAVE RISK AND WILL DETERIORATE DRAMATICALLY IF THE EFFECTIVENESS OF BLACK COLLEGES IS NOT ENHANCED OR IF THEIR PRODUCTIVITY IS DIMINISHED.

WHAT WE SEE CURRENTLY IS THAT THERE ARE THREE MAJOR SECTORS ON WHICH THE EDUCATION OF BLACK AMERICANS DEPENDS.

HISTORICALLY BLACK COLLEGES(HBCU)	18%
NEWER PREDOMINANTLY BLACK COLLEGES(NPBC)	12%
HISTORICALLY WHITE COLLEGES(HWCU)	70%

THE DIFFERENT PATTERNS IN THESE SECTORS INDICATE THE UNUSUAL IMPORTANCE OF THE BLACK COLLEGES.

NO.		4YR	2YR	No. B.A. GRADUATES	% BA GRADUATES
100	HBCU	95.4%	4.6%	183,000	40%
2932	HWCU	44.4	55.6%	727,000	60%
42	NPBC	20.3	79.7%	123,000	

THE TWO SECTORS OUTSIDE THE HBCUS ARE DOMINATED BY TWO YEAR COLLEGE ENROLLMENT AND BY A MUCH HIGHER PROPORTION OF PART-TIME STUDENTS. THESE DATA ILLUSTRATE THAT ONE OF THE REASONS HBCUS SHOULD

BE GIVEN SPECIAL CONSIDERATION IS THAT THEY PRODUCE ALMOST 40% OF THE BA'S WITH ONLY 18% OF THE ENROLLMENT. THE OTHER REASONS RELATE TO THE BUILDING OF INTERNAL STRUCTURES AND PROGRAMS WHICH ARE MORE EFFECTIVE IN THE MAINTENANCE OF STUDENTS THROUGH TO GRADUATION. A STUDY BY JOAN BARATZ OF THE EDUCATIONAL TESTING SERVICE INDICATED THAT BLACK COLLEGES HAD ABOUT THE SAME RETENTION RATE AS WHITES IN WHITE COLLEGES, DESPITE ENROLLING A MUCH LESS AFFLUENT STUDENT WITH MANY MORE PROBLEMS OF FINANCING THEIR EDUCATION, AS WELL AS INADEQUATE HIGH SCHOOL PREPARATION.

FOR EXAMPLE, 40% OF THE BLACKS IN WHITE COLLEGES SURVIVED TO GRADUATION COMPARED TO 56% OF THE BLACKS IN BLACK COLLEGES THE LATEST FIGURE OFWHICH IS COMPARBALE TO WHITES IN WHITE COLLEGES. THERE WERE NO DIFFERENCES IN THE POST-COLLEGE JOB ENTRY RATES OF BLACKS FROM WHITE OR BLACK COLLEGES.

CLEARLY THE HBCUS REPRESENT A SOURCE OF EDUCATIONAL DEVELOPMENT FOR THOSE UNDERREPRESENTED IN HIGHER EDUCATION AND A SOURCE OF LEADERSHIP IN THE EVOLUTION OF MORE GRADUATES FROM ALL TYPES OF

INSTITUTIONS, THEREBY CONTINUING THEIR SPECIAL AND UNIQUE CONTRIBUTIONS TO THE UNFINISHED GOALS OF AMERICAN LIFE.

CLEARLY, WE SUPPORT HELPING OTHER SCHOOLS WITH A MAJORITY OF BLACK STUDENTS; YET, IT MUST BE UNDERSTOOD THAT THE REASONS FOR AND THE PATTERNS OF HELP SHOULD BE DECIDEDLY DIFFERENT FOR NPBCS AND HBCUS.

THE NEWER PREDOMINANTLY BLACK COLLEGES ARE TYPICALLY PUBLIC COLLEGES WHOSE SUPPORT BASE IN TERMS OF BASIC INSTITUTIONAL SUPPORT HAS BEEN IDENTICAL TO THE SUPPORT OF ALL OTHER INSTITUTIONS IN THEIR SYSTEMS. THUS, FACULTY SALARIES, FACILITIES AND EQUPMENT HAVE NEVER BEEN UNEQUAL. HENCE, TITLE III SUPPORT SHOULD PROBABLY BE FOR PROGRAM ACTIVITIES WHICH IMPROVE THE ABILITY OF THESE SCHOOLS TO RETAIN AND GRADUATE MORE BLACK STUDENTS.

HELP IS NEEDED IN GETTING MORE BLACKS IN THE TWO-YEAR COLLEGES INTO DEGREE-CREDIT PROGRAMS. AS EARLY AS 1976, 42% OF THE BLACKS IN TWO-YEAR COLLEGES RECEIVED DEGREES OR CERTIFICATES NOT CREDITABLE TOWARD A

BACCALAUREATE DEGREE. THESE CREDENTIALS ARE EXCELLENT IN MANY INSTANCES FOR GOOD PAYING JOBS WITHOUT THE CLOSING OF THE GAP IN BACCALAUREATE DEGREES; HOWEVER, BLACK AMERICANS HAVE NO CHANCE OF EVER ACHIEVING PARITY IN INCOME, AND, MORE IMPORTANTLY, IN OPPORTUNITIES FOR LEADERSHIP AT ALL LEVELS OF THE SOCIETY. FEW CONGRESSMEN, SENATORS, CORPORATE OR GOVERNMENT EXECUTIVES OR TOP LEADERS IN ANY SPHERE OF LIFE REACH THAT LEVEL WITHOUT A COLLEGE DEGREE.

THE HISTORICALLY BLACK COLLEGES HAVE EDUCATED THE MAJORITY OF BLACK AMERICANS AT TOP LEVELS OF LEADERSHIP DESPITE RECEIVING UNEQUAL SUPPORT IN THE PUBLIC AND PRIVATE SECTOR.

CLEAR DISPARITIES EXISTED IN THE WAY BLACK AND WHITE PUBLIC COLLEGES WERE FUNDED FOR DECADES. IN THE PRIVATE SECTOR, LESS SUPPORT CAME FROM PRIVATE SOURCES AND THERE WAS, AND IS, AN INABILITY TO CHARGE EVEN THE AVERAGE TUITION IN THE PRIVATE COLLEGES. OUR INCOME DISTRIBUTIONS MAKE IT IMPOSSIBLE FOR OUR STUDENTS AND THEIR FAMILIES TO PAY

NORMAL TUITION SINCE THEIR AVERAGE INCOME IS LITTLE MORE THAN HALF THAT OF WHITE COLLEGE-GOING FAMILIES.

WE, THEREFORE, NEED BASIC SUPPORT FOR THE BASE OF THE EDUCATIONAL ENTERPRISE IN TERMS OF FACULTY SALARIES, NEW AND RENOVATED FACILITIES, AND BASIC AND SPECIALIZED EDUCATIONAL EQUIPMENT. WE NEED THAT SUPPORT TO MAKE UP FOR THE INEQUITABLE SUPPORT THAT LEAVES US WITH NEEDS THAT MANY OTHER SCHOOLS HAVE BEEN ABLE TO FILL MUCH MORE ADEQUATELY. WE NEED SUPPORT IN THE PRIVATE COLLEGES TO COMPENSATE FOR OUR INABILITY TO CHARGE COMPETITIVE TUITION RATES.

THE HEART OF THE HBCU ACT IS THE RECOGNITION THAT WE HAVE DONE SO MUCH THAT IS NOT BEING ACCOMPLISHED BY OTHERS WITH THE SAME DEGREE OF EFFECTIVENESS AND THE RECOGNITION THAT WE HAVE DONE IT WITH INSUFFICIENT RESOURCES. OBVIOUSLY, WE CAN DO MORE WITH BETTER SUPPORT AND CAN BE OF GREATER ASSISTANCE TO OTHERS IF WE DO NOT HAVE TO CONTINUE TO FOCUS ATTENTION ON THE STRUGGLE TO MAINTAIN OUR QUALITY WITH SCARCE RESOURCES.

APPENDIX A OF THE ADDENDUM TO MY TESTIMONY ILLUSTRATES FOR THE RECORD THE TREMENDOUS DIFFERENCE THAT TITLE III ASSISTANCE HAS MADE IN THE BLACK COLLEGES' PURSUIT OF EXCELLENCE. A SUMMARY AND SAMPLE OF APPROXIMATELY TWENTY EXEMPLARY CASE STUDIES SHOW ACCOMPLISHMENTS IN FOUR CRITICAL AREAS:

(1) CURRICULUM AND SUPPORT SERVICES DEVELOPMENTS ARE RELECTED IN THE ADDITION OF DEGREE PROGRAMS IN COMPUTER SCIENCE, FOR EXAMPLE, WHICH HAS ENABLED ONE INSTITUTION TO PRODUCE MORE BLACK COMPUTER SCIENTISTS THAN ANY OTHER COLLEGE OR UNIVERSITY IN THE UNITED STATES; A PROGRAM TO STRENGTHEN THE TEACHER EDUCATION PROGRAM, AT ONE STATE SUPPORTED INSTITUTION, RESULTED IN A DEPARTMENT OF EDUCATION AWARD AND A BETTER SUCCESS RATE OF ITS STUDENTS ON THE NATIONAL TEACHERS EXAMINATION THAN ANY OTHER INSTITUTION IN THE STATE; AND A FRESHMAN PROGRAM TO ASSIST STUDENTS WITH ACADEMIC DEFICIENCES AND CHALLENGE THOSE WITH SPECIAL TALENTS, RESULTED IN AN INCREASE OF 22% IN STUDENT RETENTION.

(2) FACULTY AND ADMINISTRATIVE DEVELOPMENTS ARE EVIDENCED IN AN INCREASE OF FACULTY AND ADMINISTRATORS WITH TERMINAL DEGREES FROM 20% IN 1967-68 TO 70% IN 1984-85, AS WELL AS NUMEROUS ENCHANCEMENT AND DEVELOPMENT PROGRAMS AIDING INSTITUTIONAL ACCREDITATION AND ADVANCEMENT.

(3) MANAGEMENT AND PLANNING DEVELOPMENTS ARE SEEN IN THE CREATION OF MANAGEMENT, PLANNING, AND EVALUATION SYSTEMS AND OFFICES SUPPORTIVE OF LONG-RANGE PLANNING, FINANCIAL MANAGEMENT, INSTITUTIONAL RESEARCH, PHYSICAL PLANT MANAGEMENT, AND FUND RAISING. INCLUDED IN THE SAMPLE (APPENDIX A) IS AN EXAMPLE OF AN INSTITUTION'S RECOVERY FROM A 1.4 MILLION DOLLAR DEFICIT AS A RESULT OF IMPROVED MANAGEMENT EFFICIENCY.

(4) OTHER INSTITUTIONAL ENHANCEMENTS OF THE QUALITY OF LIFE ON BLACK COLLEGE CAMPUSES ARE MANIFESTED IN INCREASES IN LIBRARY HOLDINGS FROM 42, 873 VOLUMES IN 1967-68 TO 112, 139 VOLUMES IN 1984-85; INSTALLATION OF STATE-OF-THE-ART TELECOMMUNICATION EQUIPMENT AND LEARNING

LABORATORIES WHICH HAVE SIGNIFICANTLY ENRICHED ACADEMIC PROGRAMS, INCLUDING STIMULATION OF NEW INTERESTS IN MASS COMMUNICATIONS AND IN LANGUAGES; AND IMPLEMENTATION OF TRUSTEE LEADERSHIP WORKSHOPS TO MORE EFFECTIVELY INVOLVE THE TRUSTEES IN THE PLANNING FRAMEWORK AND IN STRENGTHENING THE MISSION OF THE INSTITUTION.

APPENDIX B TO MY TESTIMONY IS JACKSON STATE UNIVERSITY'S POSITION ON TITLE III AND THE HISTORICALY BLACK COLLEGES AND UNIVERSITIES. THIS DOCUMENT IS ANOTHER TESTIMONY FOR THE RECORD REGARDING THE CRITICAL NEED FOR CONTINUED TITLE III SUPPORT TO BLACK COLLEGES. TITLE III SUCCESS STORIES FROM JACKSON STATE UNIVERSITY ALSO APPEAR IN APPENDIX A TO MY TESTIMONY.

THE QUALITY IS STILL THERE. FOR EXAMPLE, BETWEEN 1975 AND 1980, 55% OF THOSE BLACKS WHO EARNED Ph.D.'S EARNED THEIR BA'S AT HBCUS. WE NEED MAJOR CONTINUING HELP TO MAINTAIN AND IMPROVE OUR QUALITY JUST AS RESEARCH UNIVERSITIES MUST TO MAINTAIN THEIR ABILITY TO PRODUCE QUALITY RESEARCH.

ANOTHER ANECDOTE HELPS MAKES THE POINT ABOUT THE DISPROPORTIONATE IMPORTANCE OF THE HBCU IN ACHIEVING THE NATIONAL GOAL OF EQUALITY FOR BLACK AMERICANS. THERE ARE 290 ENGINEERING SCHOOLS IN AMERICA. ONLY 18 OF THEM PRODUCED 55% (1106) OF 2022 BLACK ENGINEERS. IN FIVE OF THE TOP SEVEN SCHOOLS IN THE LIST IN TERMS OF NUMBERS OF ENGINEERS ARE HBCU'S, AND ONE OF THE OTHER TOP SEVEN IS RANKED THAT HIGH BECAUSE OF A DUAL DEGREE PROGRAM WITH THE FOUR HISTORICALLY BLACK UNDER-GRADUATE COLLEGES IN THE ATLANTA UNIVERSITY CENTER CONSORTIUM.

THE SEVEN OUT OF 290 ENGINEERING SCHOOLS PRODUCE 21% OF ALL THE ENGINEERS PRODUCED IN AMERICA! WHAT IS MORE SOBERING IS THAT ONLY 916 ENGINEERS ARE BEING PRODUCED BY 272 SCHOOLS OF ENGINEERING, AN AVERAGE OF A LITTLE OVER THREE PER SCHOOL. WHILE THE NUMBER OF BLACK ENGINEERS HAS INCREASED BY 946 SINCE 1979, THE TOTAL NUMBER OF ENGINEERS HAS INCREASED BY 24,415 IN THE SAME PERIOD. WHY DID BLACKS NOT BENEFIT MORE FROM THE 24,000 INCREASE? CLEARLY, IT IS BECAUSE MOST ENGINEERING SCHOOLS DO NOT ATTRACT AND GRADUATE BLACKS.

IT WOULD INDEED BE UNWISE TO GAMBLE THE FUTURE OF THE CLOSING OF THE GAP FROM 2.64% UP TO 14% OF THE ENGINEERS WITHOUT THE LARGEST PRODUCERS OF ENGINEERS WHEN THE SYSTEM OF 290 SCHOOLS SHOWS SUCH A LIMITED RESPONSE TO THE NEEDS OF BLACK AMERICANS. WISE PUBLIC POLICY DICTATES A PROPORTIONATE AMOUNT OF THE SUPPORT FOR ENGINEERING EDUCATION TO THESE BLACK COLLEGES. SIMILARLY, WISE PUBLIC POLICY DICTATES SUPPORT OF THE BROADER UNIVERSE OF BLACK COLLEGES TO SPEED THE PARTICIPATION OF A LARGER NUMBER OF BLACKS IN ALL AREAS OF AMERICAN LIFE.

TODAY IT WAS REPORTED IN THE WASHINGTON POST THAT THE NATIONAL ASSESSMENT OF EDUCATIONAL PROGRESS FOUND THAT "80PERCENT OF HISPANIC AND 84 PERCENT OF BLACK 17 YEARS OLDS DID NOT READ WELL ENOUGH TO DO COLLEGE WORK. THAT DRAMATIC FINDING COMES AMID DECLINING MINORITY COLLEGE ENROLLMENT AND RETENTION RATES, WITH MANY UNIVERSITIES BLAMING THE ELEMENTARY AND SECONDARY SCHOOLS FOR NOT PREPARING MINORITES."

HISTORICALLY AND CURRRENTLY THE HBCUS HAVE NOT BLAMED ANYBODY, NOR DID THEY DENY THESE STUDENTS ENTRANCE OR FLUNK THEM OUT IN GREATER NUMBERS THAN STUDENTS WITH STANDARD HIGH SCHOOL PREPARATION. THE HBCUS RATHER BECAME A UNIQUE COLLECTION OF PROGRAM, HUMAN AND MOTIVATIONAL RESOURCES TO DO THE MOST DIFFICULT, EXACTING AND DEMANDING EDUCATIONAL JOB IN ALL OF AMERICAN EDUCATION: TAKING LARGE NUMBERS OF THOSE 17 YEAR OLDS AND PRODUCING DOCTORS, LAWYERS, ENGINEERS, MIDDLE MANAGERS AND RESEARCH SCIENTIST.

SUCH A COLLECTIVE RESOURCE IS NOT LESS IMPORTANT TO THE FUTURE HEALTH AND STRENGTH OF AMERICA THAN ITS PRECIOUS RESEARCH UNIVERSITIES (THE TOP 10 RECEIVED 1.3 BILLION DOLLARS IN FEDERAL FUNDS IN FY 1983 BECAUSE THEY DO MORE AND BETTER RESEARCH THAT THE NATION NEEDS AND CANNOT DO WITHOUT)

WE DARE NOT RISK ALLOWING THESE RESEARCH INSTITUTIONS TO BECOME WEAK OR DIE. WE DARE NOT RISK LETTING THE BLACK COLLEGES WITH THEIR

KNOWLEDGE, THEIR EFFECTIVENESS AND THEIR LEADERSHIP FOR EQUALIZING OPPORTUNITIES DIE.

TO SUMMARIZE, THE HISTORICALLY BLACK COLLEGES AND UNIVERSITIES ACT IS NEEDED AND IS RIGHT BECAUSE IT SUPPORTS A UNIQUE GROUP OF INSTITUTIONS THAT HAVE NO HISTORIC OR CONTEMPORARY PEERS IN THEIR PRODUCTION OF BLACK COLLEGE GRADUATES.

THE ACT IS NEEDED BECAUSE IT SUPPORTS THOSE INSTITUTIONS WHICH HAVE SUPPORTED THE MAJOR MANPOWER FLOW FOR INTEGRATION IN AMERICAN, FOR WITHOUT THAT FLOW THERE WOULD BE PRECIOUS LITTLE INTEGRATION IN THE PROFESSIONAL AND TECHNICAL RANKS IN AMERICAN LIFE.

THE ACT IS NEEDED BECAUSE IT SUPPORTS THOSE INSTITUTIONS WHICH HAVE PRODUCED THE LEADERSHIP FOR RESPONSIBLE AND EFFECTIVE LEADERSHIP IN A DIFFICULT PROCESS OF SOCIAL CHANGE THAT MAKES AMERICA A MORE SECURE NATION IN ITS BATTLES FOR THE HEARTS AND MINDS OF NATIONAL LEADERS AGAINST IT ADVERSARIES ON THE WORLD STAGE. IMAGINE THE DIFFICULTIES OF AMERICA IN DEALING WITH THE THIRD WORLD WITHOUT THE CHANGES IN RACIAL

SEGREGATION IN AMERICAN LIFE WHICH THE GRADUATES, STUDENTS AND FACULTIES FOUGHT FOR WITH THEIR BODIES AND THEIR LIVES. AMERICA IS IN THE DEBT OF THESE INSTITUTIONS NO LESS THAN IT IS IN THE DEBT OF THE UNIVERSITY OF CHICAGO FOR NUCLEAR FISSION.

THE ACT IS NEEDED BECAUSE WE DO NOT STOP SUPPORTING EFFECTIVE INSTITUTIONS THAT PURSUE NATIONAL GOALS AFTER SOME ABITRARY PERIOD OF YEARS. WE DO NOT STOP SUPPORTING CANCER RESEARCH AT A SCHOOL AFTER 20 YEARS IF THE CURE FOR CANCER IS NOT YET IN PLACE AND THE SCHOOL IS CONTINUING TO SHOW PROMISING RESULTS, NOR DO WE REDUCE THEIR FUNDING TO FUND OTHER PLACES ALSO WORKING ON CANCER, WITH CANCER AS WITH THE MOVING FROM 6% LESS OF COLLEGE GRADUATES AMONG BLACK AMERICANS, WE MUST SUPPORT THE CRITICAL MASS OF PROVEN TALENT THAT DOES A DISPROPORTIONATE PART OF THE JOB OF CLOSING THE GAPS BETWEEN WHITES AND BLACKS.

THE ACT IS NEEDED BECAUSE WE ARE NOT CERTAIN THAT, GIVEN THE DEMANDS OF QUALITY EDUCATION FOR BLACKS WHO ARE STILL EDUCATED

UNEQUALLY BEFORE COLLEGE, WE CAN CONTINUE WITH THE LEVEL OF SUCCESS OF THE PAST. WE HAVE DONE WELL DESPITE ADVERSITY AND POOR FUNDING. WE RISK TOO MUCH WITH THE SIGNS OF RETROGRESSION IN THE EDUCATION OF BLACKS APPEARING AT EVERY LEVEL OF HIGHER EDUCATION, IF EVEN EXISTING FUNDS ARE CUT OFF.

AT MY OWN SCHOOL, WE HAVE DEVELOPED A MAJOR CAPACITY IN TELECOMMUNICATIONS WITH TITLE III SUPPORT THAT HAS ALSO STIMULATED PRIVATE SECTOR SUPPORT. WE HAVE ALSO BEGUN TO DEVELOP A COMPANION CAPACITY IN THE NETWORKING OF MICROCOMPUTERS WITH EACH OTHER AND WITH MAINFRAME COMPUTERS, AGAIN PRIMARILY WITH TITLE III FUNDS.

THESE DEVELOPMENTS PLACE GREATER PRESSURE ON CLARK FOR MORE EXPENSIVE PERSONNEL AND FUTURE EVOLUTIONS OF THE INTERACTIONS BETWEEN TELECOMMUNICATIONS AND COMPUTERS, THE TECHNOLOGICAL TWINS OF THE 21ST CENTURY. AMONG BLACK AMERICANS WE ARE STILL STRUGGLING TO GET MORE PARTICIPATION OF BLACK PROFESSIONALS IN THESE AREAS. THE HBCU ACT CAN

MAKE THE DIFFERENCE BETWEEN ASSURED QUALITY IN THESE AREAS VERSUS UNCERTAIN QUALITY. GIVEN THEIR LONG AND PRODUCTIVE SERVICE TO THE CRITICAL NEEDS OF THE COUNTRY, THE HBCUS ASK FOR MODEST HELP THAT ON AN ANNUAL BASIS IS LESS FOR ALL THE COLLEGES THAN THE RESEARCH AND DEVELOPMENT BUDGET OF A SINGLE MAJOR UNIVERSITY, ALL OF WHICH COMES FROM THE FEDERAL GOVERNMENT.

THE NEED OF THE NATION TO EQUALIZE EDUCATIONAL OPPORTUNITY IS GREAT. WE SIMPLY PROPOSE THAT THOSE INSTITUTIONS WHOSE FUNCTION IT IS TO MOVE THE NATION TOWARD THE GOAL OF RACIAL EQUALITY MERIT SPECIAL SUPPORT. THE HISTORICALLY BLACK COLLEGES HAVE LABORED LONG AND HARD FOR A CENTURY, ALMOST ALONE, TO BUILD THE BASIC FOUNDATION FOR INTEGRATION IN AMERICAN LIFE AND A SOCIETY FREE FROM RACIAL DISCRIMINATION. THE REMOVAL OF RACIAL DISCRIMINATING CANCER FROM THE BODY OF THE SOCIETY IS AS IMPORTANT AS THE REMOVAL OF THE CANCER VIRUSES FROM THE HUMAN BODY.

THESE INSTITUTIONS ARE THE ABLEST AND THE MOST EXPERT AT THAT TASK, AND AS LONG AS THE TASK IS UNFINISHED, THESE INSTITUTIONS MERIT THE

SUPPORT OF THEIR COUNTRY TO WHICH THEY HAVE CONTRIBUTED SO MUCH FOR SO LONG. OUR NATIONAL GOAL OF ACHIEVING ACTUAL EQUALITY IS SUPPORTED MORE EFFECTIVELY BY THE HISTORICALLY BLACK COLLEGES, WHETHER JUDGED BY PRODUCTIVITY, BY RETENTION RATES, BY POST-COLLEGE PROFESSIONAL SCHOOL PERFORMANCE, BY LEADERSHIP AND THEIR GRADUATES. THE NATION CAN ILL AFFORD NOT CONTINUING TO SUPPORT SUCH AN ON EFFECTIVE INSTRUMENT AND NATIONAL POLICY.

THE BLACK COLLEGES AND UNIVERSITIES ACT RECOGNIZES THAT THESE INSTITUTIONS HAVE LABORED LONG AND ALONE IN THE VINEYARD OF EQUAL OPPORTUNITY AND HAVE FOUGHT FOR INTEGRATION IN AMERICAN LIFE WHEN THERE WAS NO SUPPORT FROM ANY SECTOR, LOCAL, STATE OR NATIONAL. THEIR GRADUATES TOOK ON THE TASK OF BREAKING DOWN THE LEGAL AS WELL AS THE PRACTICED BARRIERS TO INTEGRATION IN AMERICAN LIFE.

THE BLACK COLLEGES AND UNIVERSITY ACT RECOGNIZES THESE INSTITUTIONS AS THE PRIMARY ARCHITECTS OF INTEGRATION IN AMERICAN LIFE AND MOVES TO INSURE THAT THEY BECOME EVEN STRONGER IN CONTINUING TO MAKE

AMERICA A BETTER PLACE, A FREER AND MORE OPEN SOCIETY. IT WAS THE PROGENY OF BLACK COLLEGES AND UNIVERSITIES WHO, AS LONELY AND UNDER-FINANCED LAWYERS FOR 30 YEARS, FOUGHT THROUGH THE COURTS BEFORE BROWN VS. BOARD OF EDUCATION WAS DECREED. IT WAS THE PROGENY OF THE BLACK COLLEGES WHO PUT THEIR LIVES ON THE LINE FOR THE RIGHT TO PURCHASE A CUP OF COFFEE AS ANY OTHER AMERICAN, OR TO RIDE A BUS OR TRAIN ANYWHERE IN THE SOCIETY. THESE COLLEGES SPAWNED A GENERATION WHICH WAS SO COMMITTED TO THE IDEALS OF DEMOCRACY THAT THEY ROAMED THE DANGEROUS HIGHWAYS AND BYWAYS OF THE SOUTH TO DRAMATIZE THE RIGHT TO VOTE, AS WORTH RISKING AND LOSING THEIR LIVES FOR.

THE BLACK COLLEGES AND UNIVERSITIES WERE THE LOS ALAMOS OF EQUAL OPPORTUNITY USHERING IN A NEW AND EXPLOSIVE ERA OF MOVEMENT TOWARD THE IDEALS OF OUR FOUNDERS. SUCH A GROUP OF INSTITUTIONS TO QUOTE FROM THE LEGAL BRIEF WE PRESENTED TO THE U.S. COURT OF APPEALS OF THE DISTRICT OF COLUMBIA IN THE ADAMS VS. RICHARDSON LITIGATION ON DISEGREGATION.

"THEY HAVE BEEN MENDERS, HEALERS FOR WOUNDED MINDS AND RESTLESS SOULS. THEY HAVE PRODUCED STERLING TALENT WHICH HAS BENEFITED THIS REPUBLIC BEYOND MEASURE OF CALCULATION, NOT ONLY IN MATERIAL CONTRIBUTION, BUT ALSO IN INTELLECTUAL, CULTURAL AND MORAL AND SPIRITUAL OFFERINGS........INDEED THEY HAVE BEEN AND REMAIN A DOMESTIC MARSHALL PLAN SEEKING TO OVERCOME THE DISABLEMENTS VISITED UPON THEIR CLIENTELE BECAUSE OF THE COLOR OF THEIR SKIN.

THE BLACK COLLEGES AND UNIVERSITIES ACT IS THEREFORE A FITTING AND PROPER WAY TO SUPPORT CONTINUED STRONG MOVEMENT TOWARD INTEGRATION IN AMERICAN LIFE BY SUPPORTING THE ABILITY OF THESE COLLEGES TO DO POSSIBLY THE MOST DIFFICULT EDUCATIONAL JOB IN AMERICA, TAKING YOUNG PEOPLE WITH FEW PROSPECTS THROUGH NO FAULT OF THEIR OWN AND MAKING THEM PRODUCTIVE CITIZENS.

I END WITH A PRAGMATIC VIGNETTE FROM MY OWN COLLEGE. ONE DEPARTMENT GAVE ME A LIST OF 31 1985 GRADUATES FROM THE DEPARTMENT OF

BUSINESS WITH JOB OFFERS IN HAND 3 WEEKS PRIOR TO GRADUATION. THESE YOUNG PEOPLES' SALARY OFFERS AVERAGED $21,000, WITH A RANGE FROM $15,000 TO $26,500. THE TOTAL INCOME FOR THE FIRST YEAR WILL BE $638,000 OUT OF FAMILIES WHOSE AVERAGE INCOME IS ONLY $15,000, EVEN AFTER BEING IN THE WORK FORCE LONG ENOUGH TO HAVE A CHILD ENROLLED IN COLLEGE.

THAT VIGNETTE CAN BE REPRODUCED THROUGHOUT THESE SCHOOLS AS THEY CONTINUE TO NEED HELP IN DOING THIS IMPORTANT JOB FOR AMERICA. THE BLACK COLLEGES AND UNIVERSITIES' PORTION OF TITLE III IS AN IDEA WHOSE TIME HAS COME.

I HOPE YOU RECOMMEND IT TO YOUR COLLEAGUES IN THE HOUSE AND I HOPE YOU WILL WORK FOR ITS ENACTMENT.

EXEMPLARY HBCU PROGRAMS ACCOMPLISHED THROUGH TITLE III ASSISTANCE

APPENDIX A

to

Addendum

to

Testimony
(Dated July 30, 1985)

of

Dr. Elias Blake, Jr.

President, Clark College, Atlanta, GA

for

The National Association for Equal Opportunity in Higher Education

before the

House Committee on Education and Labor
Subcommittee on Postsecondary Education

on

September 19, 1985

on the

Reauthorization of the Higher Education Act of 1965, As Amended

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Exemplary HBCU Programs Accomplished Through Title III Assistance

There are many instances in which Title III funds have provided HBCUs with institutional development and enhancement of a wide variety of programs and services. The following is a summary which comprises a sampling of various highlighted programs at HBCU institutions. More complete "success stories," as submitted by various institutions, are found in Appendix A.

I. Curriculum/Support Services Development

In many instances, Title III funds have made possible the creation of new academic programs (majors and minors), as well as the development of student support programs, all designed to improve the overall curricula at numerous HBCUs. These programs have increased the knowledge of HBCU graduates and, in turn, made them more well-rounded individuals. Examples of such programs, all of which were implemented with Title III funds, are as follows:

Grambling State University

Development of a comprehensive program to improve Teacher Education has resulted in a national award from the Department of Education. This year, Teacher Education students at Grambling performed better on the National Teachers Examination than students from any other institution in the state.

Jackson State University

As a result of funds provided through Title III to acquire initial resources and equipment, Jackson State University developed an instructional computing capability. This new capability has resulted in the University's producing more Black computer scientists than any other college or university in the United States. In addition, the University has entered into agreements with a number of businesses and other organizations which have provided assistance in developing the instructional computing program.

Oakwood College

The development of a new Information/Office Systems Management Major provides that at least one of its core courses is included in the curriculum of every major in the business department. This ensures that all graduates from the College in this area will be computer literate.

Fort Valley State College

The development of a Physical Education Improvement Program provides physical education majors with "alternative career" choices. The aim of this new program is to increase the science backgrounds of these students to enable them to be better prepared to attend graduate schools in areas such as exercise physiology.

Lincoln University (MO)

A Freshman Program was developed to assist academically and otherwise disadvantaged freshman students to increase the chances of success and to challenge the outstanding achievers. As a result, student retention increased on an average of 22% per semester.

Huston-Tillotson College

Student Services at the college have been improved through:

1. the Educational Development and Research Program which conducted studies to identify attitudes and behavior patterns of students, and
2. the Career Exploration Strategies Program which has addressed the students' decision making processes concerning career preferences and educational achievement.

Langston University

The enhancement and redirection of the Career Development, Placement and Counseling program has now made possible the inclusion of counseling and advising to the mature students on the campus (those age 30 and over).

Prairie View A&M University

The development of a Basic Skills Program provides for a pre-testing program for the Pre-Professional Skills Test (P-PST), a test which must be passed by all Education Majors in the State of Texas. Comparing the University's initial participation in the July, 1984 testing with the scores representing the average of the two subsequent testings, the following improvements are recognized: Reading: 27% - 66%, Mathematics: 45% - 62%, Writing: 36% - 65%.

II. Faculty/Administrative Development

Title III funding has created the opportunity for faculty and administrative improvements at many of the HBCUs. Many faculty members have been provided the needed assistance to enable them to earn more advanced degrees. It is believed that these faculty and administrative improvements will result in improvements in student academic performance. The following are just a few examples of faculty/administrative developments at the HBCUs:

Kentucky State University

The development of an intensive faculty development program was designed to increase the breadth of knowledge and skills of the University's faculty members so that they would be as effective as possible in the teaching environments presented by the new Whitney Young College, the Integrative Studies Program, and the new "Writing Across the Curriculum" Program.

Elizabeth City State University

Full time faculty with earned terminal degrees has increased from 20% in 1967-68, to 70% in 1984-85.

Philander Smith College

A faculty development program has assisted faculty in obtaining their masters degrees and doctorate degrees and has enabled them to participate in various faculty enhancement and development programs. The development of Administrative Improvement programs has consisted of:

- establishing a Title III coordinator
- initiating a long-rang planning program which played a major role in the accreditation of the college
- developing the Office of Institutional Research
- strengthening the College's Management Development programs
- strengthening the College's Financial Aid Program

Stillman College

Faculty development has included the provision of faculty-study support for terminal degrees as well as for the recruitment of highly qualified faculty. As a result, state and regional accreditation requirements have been met, and the college has been freed to move ahead in new directions with innovative programs and programming.

Spelman College

Faculty development has been accomplished through initiation of the College's Comprehensive Writing program which systematically trains faculty in the modern methods for teaching writing or in the cross-disciplinary strategies for enhancing writing skills.

III. Management/Planning Development

Title III Funds have given many HBCUs the unique opportunity to develop new management/planning systems and, in many instances, the opportunity to enhance existing systems. Such management and planning developments have made possible long-range, strategic planning designed to help these institutions become more productive and eventually, self-sustaining. Examples of such management/planning developments at the HBCUs are as follows:

Bowie State College

The creation of an Office of Planning and Development has accomplished the following:

-structured a National Alumni Association

-assisted in the organization of local alumni chapters

-organized a staff development center

-organized a foundation to provide external support to the College, currently in the midst of a campaign to raise funds for the establishment of an endowment fund.

Alcorn State University

The overall improvement of the University's Planning Management and Evaluation System has been provided through the University's long-range planning program, financial management program, institutional research program, and physical plant management programs - all supported by Title III funds.

Morris Brown College

A Planning, Management and Evaluation System was developed to help manage the resources and affairs of the College in an efficient and effective manner. In 1985, the system has managed to:

1. redefine the curriculum to assure its academic viability and future, and
2. improve the management and decision-making within Morris Brown College and to bring the institution out of a $1.4 million deficit.

Virginia Union University

The development and enhancement of the University's Computer Science capability has specifically benefited faculty offices, the engineering laboratory, the chief Administration Office, the Admission System, the Alumni Development System, and the University's Academic History System. These developments have increased the University's overall management capability.

Norfolk State University

Administrative Improvement Program activities have been developed to improve administrative and management functions of the University. A long-range planning system has been initiated and formalized. In addition, financial management and academic records management have been greatly improved by increased use of computerized systems.

Southern University, Baton Rouge

A Planning, Management and Evaluation program was established which has provided a continuing focus on administrative development and a coordinating mechanism dedicated to establishing a framework for orderly systematic operation and/or change. A Financial Management System is in the process of being installed.

IV. Other Institutional Enhancements

In addition to the developments mentioned in the above categories, Title III funding has made possible numerous other institutional enhancements at HBCUs. These additional developments have undoubtedly added to the overall betterment of these institutions. Examples of such additional enhancements are as follows:

Benedict College

Library holdings at the College have increased from 42,873 volumes in 1967-68 (below American Library Association Standards) to 112,139 volumes in 1984-85 (above American Library Association Standards).

Philander Smith College

The implementation of Trustee Leadership Workshops was designed to provide the College's trustees with a common understanding of the institution's goals and objectives, as well as to establish a planning framework in which trustees, administrators, and staff can each play a significant role in strengthening the mission of the College.

Elizabeth City State University

The University was able to further develop its Automated Data Acquisition system and improve disbursement to a state-of-the-arts level.

West Virginia State College

The College has installed a 4.6 meter and a 3.1 meter satellite receiver that allows 24-

hour recording and playback of programming which now exists on SATCOM 3R and other satellites currently in earth orbit. Academic programs have been significantly enriched by these acquisitions.

University of Maryland, Eastern Shore

Establishment of a new Office of Recruitment at the University has enabled the institution to more adequately publicize its offerings.

Kentucky State University

Implementation of one of the most modern Language/Listening Laboratories in the nation has spawned new interest in the study of Modern Foreign Languages at the University.

Alcorn State University, Lorman, MS, Title III Success Stories

SYNOPSIS

Impact of the Institutional Aid--Title III Program at Alcorn State University

The Title III Program has had and continues to have positive impact on all areas at Alcorn State University--1) Administrative and Financial Management, 2) Academic Improvement, 3) Student Services Improvement, 4) Planning, Management and Evaluation.

Through the Title III funds, along with state support, the University has been able to develop a financial management system which resulted in the University obtaining unqualified audit in two consecutive years (1984 and 1985). This was the only state-supported HBCU (Historically Black and Universities) in the state of Mississippi to obtain such a favorable audit report during these periods. Alcorn State University has been funded by Title III to develop a Transactional and Management Information System.

Returning to Alcorn State University for the 1985-86 academic year is Dr. Kenneth Williams, who has just obtained his Ph.D. in history from Mississippi State University. Dr. Williams was supported, initially while at MSU, under the Title III Faculty Development Program.

The Title III Program has facilitated the acceleration of the rate at which the institution has been able to develop its faculty. During the last six years, Title III funds were used to support advanced education of fourteen faculty. Ten of these individuals have completed terminal degrees and are now back at the institution; three have completed master degrees in the specialized field of nursing and are back at the institution; one is currently pursuing an advanced degree. In addition to the direct assistance to faculty pursuing advanced degrees, the Title III

Program enabled the institution to hire teaching fellows and professors emeriti to replace the faculty who were on study leave. It can be truly said that without Title III funds many of our current faculty would not have earned their doctoral degrees.

Our academic programs have been greatly strengthened as a result of the Title III Program. For example, we have implemented computer-assisted instructional programs in the departments of business, chemistry, education, fine arts, mathematical sciences, and nursing. Other programs that have been strengthened through Title III funds include psychology, special education, health and physical education, and home economics. Through the computer-assisted instructional program in the division of nursing, our nursing graduates have been able to perform exceptionally well on the nursing board examinations--more than a 90 percent success rate. Title III funds are being used to develop a freshman studies program. This program has already begun to have significant positive impact on retention. Retention between freshman and sophomore years was increased by about ten percent during the first year of the implementation of the project.

In the area of academic administration, the University has been able to retain such national educational experts as Allan Tucker and Satish B. Parekh to serve as consultants to our academic administrators and faculty. Through the expert consultation the University has made major modifications in its programs designed to strengthen academic programs and academic administration.

The administrative and management practices of the institution have greatly improved as a result of personnel training provided through the long-range planning program, financial management program, institutional research program, enhancing fiscal stability and physical plant management programs--all supported by Title III. Through the long-range planning program, all departments at the institution have developed both long- and short-range plans including budgets. Such plans are supported by data gathered through the institutional research program. Through the planning process, monitoring and evaluation procedures have been established and procedures for reviewing and updating institutional mission, goals and priorities have been institutionalized.

Student services have been significantly improved as a result of the Title III funded "Expanded Student Services" and "Comprehensive Student Services" programs (testing and counseling programs have been strengthened and residence hall programs have been implemented). Student services functions are currently being computerized. The cultural attraction program--funded by Title III--has brought many cultural attractions through a lyceum series to the institution. This program assisted in improving the cultural services provided to the students.

Through the Title III Program the University has begun to lay down the foundation for financial stability. However, Title III support will be needed for the next several years in order for the University to complete the process of attaining self-sufficiency.

Title III has undoubtedly had tremendous impact on the quality of the programs, personnel, students and graduates of Alcorn State University. However, the University is at the critical point where a good level of Title III funding for a few years would enable the University to attain self-sufficiency with respect to Title III.

Benedict College, Columbia, SC, Title III Success Stories

TITLE III HEARINGS

Benedict College is a Historically Black College operating in an urban setting in Columbia, South Carolina. It currently enrolls 1,365 students with a faculty of 99. Benedict College received its first grant under Title III in 1968 and since then Title III support has been crucial to the growth and development of this institution.

This institution as a whole considers itself an outstanding success story for Title III as the following data for the years 1967-68 (Pre-Title III) and 1984-85 demonstrate.

	1967-68	1984-85	Increase
Enrollment	1,137	1,494	31.4%
Faculty	73	96	31.5%
Volumes in Library	42,873	112,139	161.6%
Current Fund Exp.	$2,016,396	$11,155,685	453.3%
Endowment	$ 430,003	$11,291,239	2525.9%
Phys. Plant (net)	$2,856,651	$ 9,664,633	238.3%
No. of graduates over the last 18 years		4,559	

In the eighteen years in which Benedict has been in the program our enrollment has increased by 31% and our faculty have kept pace with these increases maintaining a faculty/student ratio of 1:16. During the same period, however, our library holdings moved from 42,873 volumes (below American Library Association standards) to 112,139 (above ALA requirements). Our current fund expenditures moved from just over $2 million to $11 million, well above the Pre-Title III level if adjustments are made for inflation (CPI = 308), while the net value of our physical plant moved from $2.3 million to $9.7 million. More dramatic has been the performance of our Endowment Fund which increased from just over $430,000 to $11.3 million. Income from endowment earnings contributed $32.79 per student in 1968 or 1.85% of the current fund budget but in 1984 the earnings provided $493.32 per student or 6.61% of current fund budget.

Over this same period Benedict College graduated 4,559 students. The average of 253 per annum compares with 197 p.a. over the previous 18 years. The dollar value of Title III support ($7,189,679 not adjusted for inflation) does not tell the full story by itself unless one also considers the very significant impact which program insistance on longe-range planning, management information systems and fund replacement had on the institution as a whole.

A Director of Planning was appointed as early as 1968 and a systematic, coherent and integrated planning program developed to bring the institution from a minimum survival mode to an active state of self-sufficiency. The key ingredients in the plan were curriculum development based on the reality level of our student body; careful measurement of gains achieved and reinforcement of such gains; dissemination of results throughout the College, and maintaining a high-visibility central role for the program.

From the outset, a fund replacement strategy was developed based upon an endowment building policy such that additions to the corpus would produce enough annual revenue at the end of the grant period to enable the college to continue the programs previously supported by Title III funds. This strategy has been an unmitigated success and the endowment continues to make significant contribution to our current fund needs.

Independent evaluation of Title III activities has always been a program requirement and Benedict has always adhered to this. However, there were two significant events among the independent evaluations which need to be highlighted. In 1982 the Research Triangle Institute of Research Triangle, North Carolina selected Benedict as one of the Colleges it would include in a national evaluation study of Title III and among the very outstanding contributions which they found that Title III had made to the College were the laboratory support structures which undergirded many of our undergraduate curricula; our extremely replicable Alumni Tracking program and an evaluation program that was "head and shoulders above' that of similar insitutions.

The members of the team noted with interest the unique Records Management Program which had been launched with Title III funds. In 1985, this program received an award from the National Association of College and University Business Officers (NACUBO) for its cost-effectiveness as well as the prestigious William Olsten Special Recognition Award. This program involved a systems design, training of supervisory and secretarial staff in design management, establishing and staffing a Records Center, sorting, culling, cataloging, preserving, and storing millions of documents and maintaining the system in place for the benefit of current users and posterity.

These are just a few of the highlights of the contribution of Title III to the mainstreaming of Benedict College. Title III touched the lives of 25,470 students for varying periods at an average cost of $281.89 each. The vast majority of them are now respectable tax-paying citizens contributing an average of $1,500 p.a. in federal taxes.

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Bowie State College, Bowie, MD, Title III Success Stories

TITLE III IMPACT AT BOWIE STATE COLLEGE

Prior to participation in Title III, the College had no Counseling Center, Career Development Center or Office of Planning and Development.

Today the Counseling Center provides personal, social, academic and vocational counseling on an individual and/or group basis to the undergraduate student population. A staff of trained professionals is assisted by interns from the graduate counseling program which has proved meaningful both to the interns and to the counseling program. In addition the most recent funding has enabled the college to engage in a campus wide retention effort.

The Career Development Center has a well organized program of recruitment and places 60% of all students requesting its services.

The Office of Planning and Development has structured a National Alumni Association, and assisted in the organization of local alumni chapters in support of college activities. In addition the college has developed a strategic plan which serves as a guide for all future planning. A foundation has been organized to provide external support for college activities and is currently in the midst of a campaign to raise funds for the establishment of an endowment fund. A staff development center which was organized, staffed, and equipped with Title III funds provides an invaluable service to employees. Workshops and training provided have enhanced employee skills and productivity as well as improved morale.

Academic programs initiated with Title III funds for equipment, faculty and support had enrollment as listed:

Program	Year of Initiation	Fall 1984 Enrollment
Dual Degree in Engineering	1976	130
Nursing	1980	94
Computer Science	1983	96
Public Administration	1978	29
MIS	1984	5

Elizabeth City State University, Elizabeth City, NC, Title III Success Stories

Elizabeth City State University

Elizabeth City, North Carolina 27909

OFFICE OF FEDERAL PROGRAMS

Title III Activities at Elizabeth City State University-A Statement of Effect

Elizabeth City State University, like many other small state-assisted historically black institutions that have participated in the Title III Program, receives state appropriations based on a formula that is enrollment driven.

Through the years, these appropriations were not sufficient enough to maintain programs at a respectable level and to provide for development in such critical areas as: Planning and Development, Student Placement Services, Automated Records Keeping, Curricula Expansions, and Faculty Development. Participation in the Title III Program has afforded the opportunity to make significant strides in each of these areas on our campus.

Specifically, Title III funds were primarily responsible for the following occurrences:

- The development of a functioning Planning and Development program and the training of staff to maintain appropriate offices in this area
- The development of a functioning Student Placement Office and training of personnel
- The further development of Automated Data acquisition and dispersement to a state-of-the-arts level
- The development and implementation of a General Studies Program that now is the largest academic division on the campus
- The implementation of a multi-level instructional method which insures that each student's ability is maximized
- The development and/or further development of four (4) new academic majors that have had a positive impact on enrollment
- The increase of full-time faculty with earned terminal degrees from 20% in 1967-1968, to 70% in 1984-1985.

Although to some observers, these occurrences may seem less than significant, the administration at ECSU realizes that they have contributed significantly toward moving our institution into the mainstream of higher education institutions in America. Further, as one of the Historically Black Colleges and Universities, ECSU's survival has been enhanced through Title III support of these developments.

Fort Valley State College, Fort Valley, GA, Title III Success Stories

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Physical Education Improvement Program

The period covered is three years 1982-1985. The "story" begins with an idea to increase the science oriented options available to physical education majors. The idea was to provide physical education majors with "alternative career" choices while increasing their science backgrounds to enable them to be better prepared to attend graduate schools in such areas as exercise physiology.

The second concern was to provide practical experiences for "education" oriented majors since a strong "science" background had been identified as a necessity to successfully complete the required Georgia "Teacher Certification Test."

The impact of Title III in making this idea a reality was overwhelming. As state coffers dried up, funding for higher education also dwindled. In the years identified, we have an exercise physiology laboratory and a sports medicine facility, both operable. It is estimated that without Title III assistance, seeing this idea to fruition, would have taken approximately ten years.

As a result of efforts to improve Teacher Certification Test performance, a combined dance-gymnastics and combatives area was also established. This need was established as a result of areas which students were tested on which they had no prior exposure to except of a theoretical nature. The students attracted to our institution as well as many others similar to ours, are often at a disadvantage because they never have the opportunity to "use" various pieces of equipment or apparatus. This shortcoming was eliminated.

An evaluation of Health and Physical Education program offerings revealed a void of theoretical and practical opportunities in the area of scientific foundations. Specifically, our students had no exposure to exercise physiology and sports medicine in the academic curriculum. Physical education is a body-oriented discipline, as well as a mental and social discipline. Students in physical education must have a strong grasp of the physical functioning of the body to best understand its utilization in physical activity. Therefore, this evaluation supported the concern for inclusion of theory and practice opportunities to enhance preparations of Health and Physical Education majors as well as other students interested in these areas as a specialty or major. With these thoughts in mind the following objectives were formulated to guide our participation in the Title III program:

Goals/Objectives 1982-83

1. To select and have one faculty member return to school to secure the expertise in the area of exercise physiology. (Degree or certificate program) 1983
2. To sponsor a seminar on "Career Alternatives in Physical Education" for physical education majors and minors as well as other interested students by April 1983.
3. To conduct at least one seminar on subareas of the Teacher Certification Test attended by at least 70% of the majors with the topic of the seminar being selected by majors via a survey of majors.
4. To sponsor by May 1983, a safety clinic so that 100% of staff will obtain instructor certification in either first aid or cardiopulmonary resuscitation (CPR).
5. To design and equip by June 1983, the exercise physiology facility with basic pieces of equipment to serve at least twenty (20) students.
6. To select and have one faculty member receive training in dance instruction (various phases) through selected workshops and seminars to be conducted at various sites from September 1982 to September 1983.
7. To design and equip by February 1983, an area for basic instruction in dance with a twelve (12)-student capacity.

Goals/Objectives 1983-84

1. To select and have one faculty member return to school to secure the expertise in the area of sports medicine.
2. To conduct a fall and spring seminar on some topic or sub-area of the Teacher Certification Test in which at least 70% of the majors are in attendance.
3. To equip an area for the care of injuries associated with sports participation with the major emphasis on exposing students to equipment and on teaching.
4. To sponsor at least one staff workshop for Health and Physical Education faculty members on a topic agreed upon by the group.
5. To conduct quarterly, workshops attended by students taking the Teacher Certification Test to the end that 50% of those students successfully complete the test during the 1983-84 school year.
6. To design and equip (initial stages) teaching stations for improved instruction in the area of gymnastics
7. To design and offer during the spring quarter a course entitled "Exercise Physiology."
8. To attend professional meetings, conferences and workshops, especially those in dance, elementary physical education and movement and research oriented meetings.

Goals/Objectives 1984-85

1. To attend a minimum of two major conventions/workshops that are sponsored and/or sanctioned by the AAHPERD and/or GAHPER.
2. To purchase equipment for scientific administration of the sports medicine and exercise physiology programs.
3. To obtain measures on select physical fitness components from a minimum of ten (10) faculty members and fifty (50) students as a way of publicizing the program.
4. To sponsor a workshop for physical education faculty on computer usage in physical education.
5. To prepare and submit a proposal to the appropriate college bodies seeking a non-certification program in physical education in sports science.
6. To attend a minimum of two workshops/conferences which focus on physical education for the young child.

Of the aims previously identified, a certain degree of success is claimed based on the following:

--increased interest by current majors to become more knowledgeable in the areas of sports medicine and/or exercise science as reflected by their attendance at workshops and "familiarity" sessions
--an increase in applications to graduate schools
--an increased number of requests by new students interested in the areas identified

--an increase in minority student (white) enrollment in the major
--substantial improvement on the Teacher Certification Test
--increased interest (application procedures) in being admitted to physical therapy schools

Perhaps the most obvious impact has been with Title III programs to improve our performance on the Teacher Certification Test. Prior to current involvement, our first time takers passing rate was 7% with an overall passing rate of 29%. Currently our first time passing rate is up to 24% and our overall passing rate is 54%. Even more significant however, has been performance during the second year of the program. The first time passing rate during that period was 77%. It is perhaps noteworthy to mention that numerous teacher education programs in the state of Georgia were placed on probation and given two years to demonstrate improvement (70% passing rate on the Teacher Certification Test) or risk being abolished. As you can see, progress has been made in this area.

To accomplish our goals required that promises be fulfilled from all levels. The activity director has to assure that every detail of the submitted program be carried out. Even moru importantly was involvement by the Director of Institutional Advancement in seeing that the institution fulfilled its obligations to programs with Title III funding. Beyond this important phase, adherence to pre-established milestones was the only other task to assure that objectives were met.

As with any project, there is never enough funds to do all the things that you desire to do. In this project, we were able to do more because we did not rely on our business office to find "best prices" for us. We had a team in the department that researched the catalogs and secured "bids" for the equipment we desired at the prices we wanted to pay. One thing we learned in this process was that the seller wanted to sell just as bad as we wanted to buy. This procedure also enabled us to be certain that what we wanted was what eventually arrived. This is important because of the technical nature of many of our requests.

The resource requirements for this program were minimized. Other than items requested through Title III funds for initiating the program, costs were minimal. The institution had proposed hiring part-time faculty to replace faculty on leave to secure degrees/training in the aforementioned areas. However, we persuaded them to permit us to utilize appropriated funds to train persons on staff in the needed areas thus strengthening the present staff. For example, we were without the services of anyone to teach in the area of aquatics. A portion of the funds were therefore used to bring in a Water Safety Instructor Trainer for a period of two months and this individual certified members of our staff at the end of that period (WSI certification).

Another personnel decision made was that of sending existing personnel to be trained rather than bringing in expertise to start the programs we desired. This decision was made because it was in line with the long range goals of the institution of retraining existing faculty in areas of need. It was also felt that retraining was the best way to assure that the program was staffed at the termination of Title III funding.

Other than the use of existing personnel (institution wide) and the provision of areas to have the projects, the cost of equipment, materials, consultants and necessary travel were Title III expenses.

As indicated previously, as a result of funding to our area by Title III coupled with the institution's commitment, the following have been realized:

1. A moderately equipped exercise physiology laboratory.
2. A moderately equipped sports medicine area.

3. A moderately equipped combination gymnastics-dance-combatives area.
4. Resource materials for preparation for the Teacher Certification Tests.

The operation of these areas has mandated the development of operation manuals as well as procedures and protocol documents.

These program offerings align closely with the institutional goals of improving and enhancing academic programs, expanding and enriching student activities as well as an opportunity to increase research and funded project activity.

Other institutions with a professional preparation program in physical education lacking basic scientific foundation opportunities might consider the course followed by this program. The concern and need for preparation of students in these areas was evident and steps were taken to fulfill the students needs.

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PSYCHOLOGY IMPROVEMENT PROGRAM

The Title III-funded project entitled "Improving the Psychology Department" has had a significant and lasting impact on the Department and the College.

For the last three years the Department has sponsored a lecture and workshop series which has contributed greatly to the academic environment at Fort Valley State College and the community as well. Evaluations indicate that these activities have been stimulating for both students and faculty. (Several programs and announcements are attached.) In addition, the activities have provided opportunities for professional development for mental health professionals in the area. It should be noted that the symposium on the Atlanta Child Murders was the first, according to the participants, to focus specifically on psychological perspectives.

The major impact of this activity has been the equipping of the Department with tools for the demonstration and conduct of psychological inquiry. Prior to the initiation of the activity the Department possessed a few unusable pieces of laboratory equipment and an inadequate number of kits to be used in psychological testing. The Department now has in operation a laboratory in physiological psychology, a testing laboratory, and an area devoted to the use of the Apple IIe computer in statistical analyses. In this regard, the activity must be viewed as an overwhelming success.

On May 19, 1983, the Psychology Department at Fort Valley State College will sponsor a colloquium entitled "New Perspectives in African-American Mental Health." The colloquium will be held from 9 00 a.m. until noon in the auditorium of the Horace Mann Bond Building.

Participants in the colloquium will be two prominent scholars in the field of Black Psychology. Dr. Joseph A. Baldwin is presently an Associate Professor of psychology and Director of the Community Psychology graduate program at Florida A&M University. He is also the National President of The Association of Black Psychologists. Dr. Baldwin is an internationally recognized scholar in the area of Black (African-American) Psychology. He specializes in Black personality and mental health and has lectured and provided consultation in these areas throughout the country. He is also a pioneering author, theoretician and researcher. In addition, to his numerous publications in Black Psychology, Dr. Baldwin has authored, and co-authored respectivevly two forthcoming books: Black Personality: From an Afrocentric Framework (Chicago: Third World Press), and Back to the Source: Explorations in African Psychology. Dr. Baldwin's topic for the colloquium is "An Africentric Approach to Black Personality."

Dr. Na'im Akbar is a clinical psychologist at Florida State University's Department of Psychology and Black Studies and a recognized expert in the field of Black Psychology. Dr. Akbar currently serves as the Southern Regional Representative to the National Association of Black Psychologists' Board of Directors and is Associate Editor of the Journal of Black Psychology. He has taught at Norfolk State University and at Morehouse College, serving as chairman of the Psychology Department at Morehouse. While serving as the American Muslim Mission's Human Development Director (1975-1977), Akbar represented the Mission throughout the Middle East, the Carribbean, and the United States.
He has published three essay collections, entitled: The Community of Self; Natural Psychology and Human Transformation; and From Miseducation to Education. Dr. Akbar's topic for the colloquium is entitled "African-American Mental Disorder and Intervention."

A Symposium on Careers in Psychology

sponsored by
The Department of Psychology
Fort Valley State College

9:00 - 9:15 . . . . Dr. Judson Mitcham
Introduction
Acting Head
Department of Psychology
FVSC

9:15 - 9:45 . . . . Dr. Pearl Dansby
Head, Department of Psychology
Tennessee State University
"Minorities in Psychology"*

10:00 - 10:30 . . . . Dr. Jack Jenkins
Associate Professor of Psychology
University of Georgia
"The Need for Blacks in Psychology"

10:30 - 11:00 . . . . Dr. Micah Janus
Consulting Psychologist
Atlanta, Georgia
"Opportunities for the Black Psychologist in Industry"

11:00 - 11:30 . . . . Ms. Debra Terrell
Ph.D. Candidate in Biopsychology
University of Georgia
"On the Road to a Career in Psychology: The Perspective of a Black Graduate Student in Biopsychology"

11:30 - 12:00 . . . . Mr. Louis Ramey
Director, West Fulton Community
Mental Health Center
Atlanta, Georgia
"Perspectives of a Professional in the Area of Community Mental Health"

12:00 - 12:30 . . . . LUNCH

2:00 - 3:30 . . . . Student Center

Informal discussions with students and faculty

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*Dr. Dansby's lecture is sponsored by the American Psychological Association under its Distinguished Visitor Program.

A Symposium on the Atlanta Child Murders: Psychological Perspectives

Sponsored by

The Department of Psychology
Fort Valley State College

Horace Mann Bond Auditorium
Fort Valley State College
Friday, February 11, 1983
10:00 A.M.

Program

10:00 A.M. . . . . Welcome and Introduction

Dr. Judson Mitcham
Associate Professor of Psychology
Fort Valley State College

10:10 A.M. . . . . Dr. Sandra Sims
"The Mental Health Task Force:
Meeting the Psychological Needs of
Children and Families"

10:40 A.M. Questions

11:00 A.M. . . . . Dr. Allen Carter
"Activities of the Georgia Psychological
Association during the Crisis: Efforts
Within the Black Community"

11:30 A.M. Questions

12:00 noon - 1:30 p.m. LUNCH

1:30 P.M. . . . . Dr. George Greaves
"The Case Against Wayne Williams"

2:00 P.M. Questions

2:30 P.M. . . . . Dr. Margaret Spencer
"Sleeping Giants: A Study of
Black Child Adaptation"

3:00 P.M. Questions

3:30 P.M. BREAK

3:45 P.M. . . . . Dr. Sondra O'Neale
"The Child Murders: A Literary
Scholar's Perspective"

4:15 P.M. Questions

4:30 P.M. . . . . All Panelists & Audience
Open Discussion

Participants

DR. ALLEN CARTER is a clinical psychologist in private practice in Atlanta. He received his Ph.D. from Columbia University in 1973, having completed his internship at Langley Porter Neuropsychiatric Institute. Dr. Carter has taught at Morehouse College, Prairie View A&M University, and Jersey City State College, serving as Director of the Gerontology Training Program at Prairie View A&M. He also served as Director of the Family and Child Crisis Service at Mount Zion Hospital in San Francisco. During the crisis Dr. Carter was a member of the Mental Health Task Force, and he has co-authored an article in *American Psychologist* entitled "Atlanta, Psychology, and the Second Siege."

DR. GEORGE GREAVES is a clinical psychologist in private practice in Atlanta and an Adjunct Associate Professor of Psychology at Georgia State University. He holds a masters degree in analytical philosophy from the University of Georgia and a Ph.D. in psychology from Georgia State University, having completed his internship at the Ohio State University College of Medicine. Dr. Greaves has extensive experience as a teacher, researcher, and consultant, and he has published over 30 articles in professional journals, including an article co-authored with Dr. Allen Carter in *American Psychologist* on the Atlanta murders. Dr. Greaves is a specialist in psychodiagnostics and exotic mental disorders.

DR. SONDRA O'NEALE is a member of the English Department at Emory University. She received her M.A. and, in 1979, her Ph.D. from the University of Kentucky. Dr. O'Neale has taught at the University of Kentucky and at the University of California at San Diego. Her areas of concentration are Nineteenth Century American Literature, Afro-American Literature, and The Bible as Literature. A member of Phi Beta Kappa, she is the recipient of several fellowships and awards, including the National Christian Writers Award. Dr. O'Neale is a Contributing Editor to *Obsidian: Black Literature in Review*. She is writing a book about the Atlanta murders and she has produced a TV documentary on the killings.

DR. SANDRA SIMS is an Assistant Professor in the Departments of Education and Psychology and Director of the Child Development Program at Spelman College. She also maintains a private practice, specializing in child clinical and counseling services. Dr. Sims received her Ph.D. in Psychology from the University of Michigan in 1974 and has completed several post-doctoral internships, including one at the Harvard Medical School Department of Psychiatry. She has taught at several colleges, including Boston College, and she is the recipient of several fellowships, research grants, and awards. In 1981 Dr. Sims received a Special Recognition Award from the National Association of Black Psychologists for her service during the Atlanta crisis with the Mental Health Task Force, of which she was organizer and chairperson.

DR. MARGARET SPENCER is an Assistant Professor of Psychology at Emory University, a Fellow at the Center for Faith and Human Development at the Emory University School of Theology, and an Adjunct Professor in the Department of Community Medicine at Morehouse Medical School. Dr. Spencer received her Ph.D. from the University of Chicago in 1976. She is the recipient of a National Institute of Mental Health grant to study the personal and social adjustment of minority children following the Atlanta crisis. She has widespread experience as a reviewer, panelist, consultant, and author. Dr. Spencer is nearing completion of a book entitled *Psychosocial Effects of Atlanta Child Killings: Subliminal Presence.*

This symposium is made possible by a grant awarded to The Fort Valley State College under Title III of the Higher Education Act of 1965.

Huston-Tillotson College, Austin, TX, Title III Success Stories

HUSTON-TILLOTSON COLLEGE
Austin, Texas

IMPACT OF TITLE III
1982-1985

Huston-Tillotson College has been able to continue developing and redesigning its educational programs through the use of Title III funds. The availability of these funds has enabled the institution to improve the level of efficiency and effectiveness of its delivery system and continues to have a major effect on its viability.

Title III support has enabled the College to make a difference in its ability to offer a meaningful education to its students. Without these funds the institution could not have adequately afforded to continue the educational contributions made by each of the funded programs. The College is constantly striving to maximize the use of external funds for program developments and managerial improvements. Support from Title III has strengthened the College in numerous ways. This is evidenced by the following specific program impacts.

CURRICULUM DEVELOPMENT

Through Title III support, a Learning Assistance Program is being developed to provide activities to assist students with reading, writing, mathematics, science, human development, study skills, computer and speech modules. The primary aim of this program is to help students become more self-confident, independent, and efficient learners. The program does not focus on course content, but rather on the basic skills necessary to meet academic requirements.

Learning skills specialists are available for basic competency instruction and reinforcement of skills. These instructors train tutors, design and conduct outreach activities and develop innovative programs and materials for and with students and faculty. The Learning Assistance Program has created a learning environment that is distinctive in character and supportive to students.

The utilization of Title III funds has also assisted the institution with initiation of majors in accounting/finance, hospitality management and computer science. The major in accounting and finance has provided an additional career option for students. With assistance from Title III, the College has been able to hire qualified teachers, purchase equipment and learning aids that would not have been possible otherwise.

The Hospitality Management Program has expanded career options in a non-traditional area for Huston-Tillotson College students. It has also provided a vocational thrust for liberal arts education.

The Computer Science Major/Minor Progam was begun during the Fall Semester of 1982 with ten (10) courses planned and two mathematics courses revised. After three years the College has awarded seven (7) baccalaureate degrees in Computer Science and identified several minors. Each year the enrollment in Computer Science classes and majors have increased to the extent that the major is ranked second on campus.

The University of Texas at Austin made its facilities available to the College through time-sharing enabling access to state-of-the-art equipment while the grant provided necessary funds to purchase hardware, software, and to hire an instructor. The College recently adopted a computer literacy requirement for all students, which reflects its commitment to Computer Science and quantitative skills.

STUDENT SERVICES

Through Title III support, student services have come to be guided by a more holistic view of student needs and student life on campus. The Student Educational Development and Research Program has identified attitudes and behavior patterns of students. Through careful examination and analysis of these findings, the number of crisis-related situations have been reduced. The students decision making process concerning career preferences and educational achievement is being addressed through the Career Exploration Strategies Program.

ADMINISTRATIVE IMPROVEMENT

Title III funds have assisted in developing and/or upgrading administration services. Through Improving Fiscal and Management Operations, the institution was able to develop and formalize personnel services. A personnel director was hired and a Personnel Manual was developed. This program was successful because of support through Title III.

The Management Information Systems Development Program has seen fruition because of Title III support. A Master Computer Plan was developed for the College. The Management Information System is a comprehensive system which when completely operationalized will specify how information should be stored and will allow reports to be written for many difference uses.

Jackson State University, Jackson, MS, Title III Success Stories

SUMMARY REPORT
ON THE DEVELOPMENT OF AN
INSTRUCTIONAL COMPUTING CAPABILITY
AT JACKSON STATE UNIVERSITY

Introduction

The purpose of this report is to give a brief summary of the development of the instructional computing capability at Jackson State University. The report covers the funding periods July 1, 1981, to August 31, 1985; and it gives a brief description of the status of instructional computing at Jackson State prior to receipt of Title III funding. During this period, the University received two grants, from which over $700,000 was allocated for academic computing. The funds have been used to hire temporary personnel; to provide training for faculty members; to buy equipment, software, and supplies; and to provide for consulting services. The Title III funding has been the single-most important reason for the ability of the University to acquire funds, equipment, and resources from other sources.

Progress Prior to July 1, 1981

After more than a decade of efforts to build a viable computer science program at Jackson State University, few facilities and little equipment were available for use by computer science students. Prior to 1981, the instructional equipment available included nine keypunch machines and six Texas Instruments Silent 700 terminals. This equipment served not only the needs of students in the computer science department, but also the growing number of faculty members conducting various projects and research studies. This situation often resulted in queues which sometimes began to form as early as 5 a.m.

Not too infrequently, hostility developed among users and toward the University for the extreme inconvenience that resulted from the lack of equipment. Yet, enrollment in computer science programs continued to grow as students sought to enter a profession where they perceived job opportunities to exist.

The opportunity to apply for Title III funds to offer a new concentration was the beginning of the development of a viable computer science program. Consultants hired by the Board of Trustees of Mississippi Institutions of Higher Learning for their recent program reviews have ranked the program among the top three programs in the state.

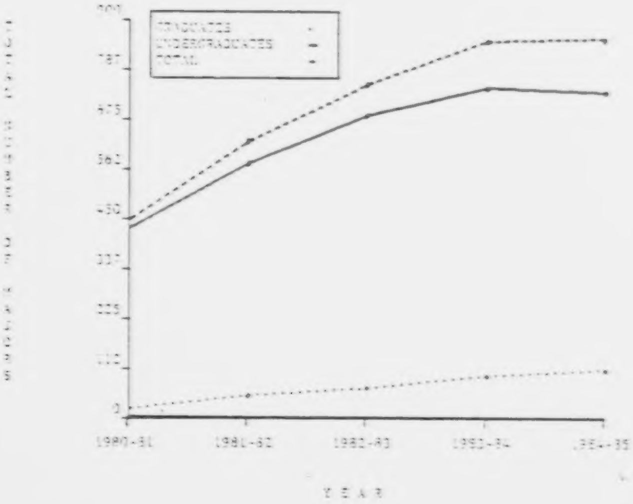
Program Development from July 1, 1981, to August 30, 1985

The Department of Computer Science at Jackson State University has produced more Black computer scientists than any college or university in the United States. Based upon the present enrollment of 858 majors, this trend might possibly continue. The department, which is the largest at the University, also serves the needs of majors in other departments who elect to add computer science courses to their programs of study. The tables on page 3 show the growth in the number of majors and in the number of degrees conferred for the period 1980-81 to 1984-85.

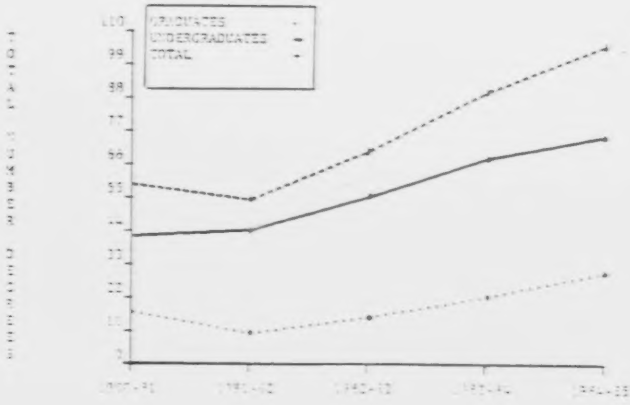
The number of computer science majors and the number of degrees conferred have already exceeded the five-year projections made in 1982.

The Computer Science Graduates. The graduates of the computer science program have performed successfully in both the public and the private sectors. They are employed as systems analysts, programmers, and other technical staff in technical and scientific areas of a large number of companies, many of which are Fortune 500 companies. Included among the employers are Honeywell, Bell Laboratories, TRW, National Cash Register, Texaco, Blue-Cross/Blue Shield, Shell Oil, IBM, McDonnell

CURRENT AND PAST COMPUTER SCIENCE MAJORS



NUMBER OF DEGREES CONFERRED



Douglas, Xerox, General Motors, Arco Oil, Jackson Public Schools, Federal Express, State Farm, Proctor and Gamble, and Rockwell International, among others. Some graduates have entered graduate school, and some are teaching at various schools and colleges.

Ninety-six companies, some far away as Massachussetts, California, Minnesota, and Florida, have recruited on the campus.

Equipment and Facilities. From nine keypunch machines and six terminals in 1981, the University in 1985 has four computing laboratories and two VAX 11/780s in a cluster environment. The major computer laboratory contains 96 terminals acquired from a number of sources, including Title III, donations from industry, and loans. The laboratory is open for use by students and faculty from 8 a.m. to 12 midnight six days per week. On Saturday, the laboratory is open from 8 a.m. to 5 p.m. As queues have been eliminated, so has animosity toward the University.

Two microcomputer laboratories have been equipped entirely with funds from the Title III program. Microcomputer laboratory 1 contains 20 microcomputers and peripherals representing many of the major microcomputers used in the educational environment (Super Pets, a Franklin, Apple IIe's, Commodores, and IBM XTs). The laboratory is open at least 119 hours per week. Microcomputer laboratory 2 contains 20 microcomputers and peripherals of one vendor type. This lab is available for structured laboratory classes.

The fourth laboratory, equipped in 1985, contains 32 DEC VT 220s. These interactive terminals provide an instructional computing laboratory environment for students and faculty. Faculty are able to schedule structured laboratory classes where students get hands-on experience. The equipment was purchased with funds from the Title III grant for about one-half of the selling price through a special arrangement with the vendor.

The two VAX 11/780s, acquired from other sources, have allowed the University to develop an instructional computing capability separate and apart from the

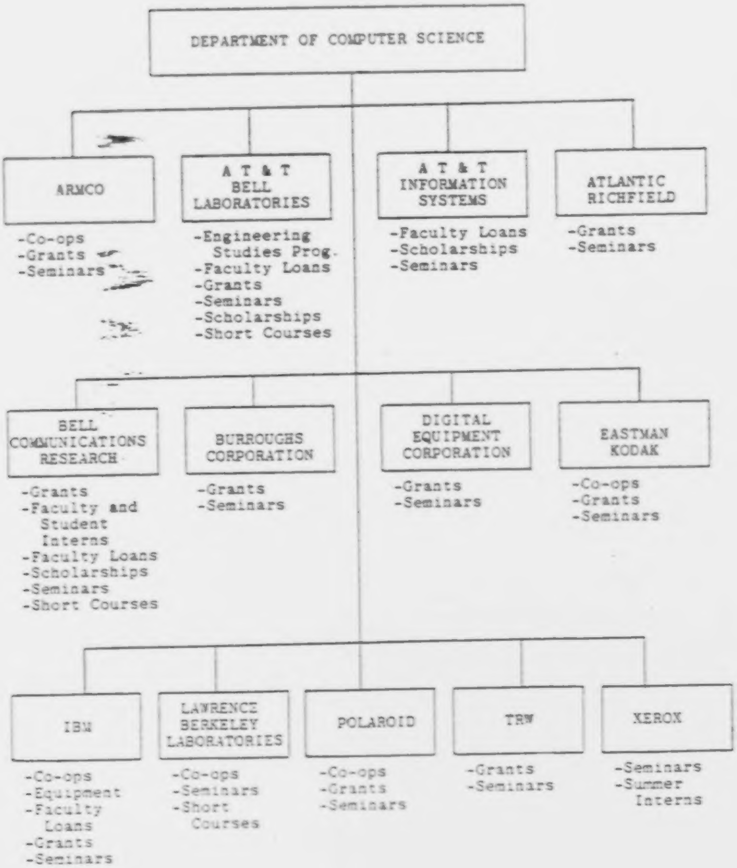
University's administrative computing facilities. The University's mainframe computer, an IBM 370/158, used mainly for administrative computing, supports terminals located in a number of departments and administrative offices, the computerized library circulation system, and a number of the terminals located in the Main Computer laboratory. The VAX 11/780s support the remainder of the terminals in the main computer laboratory. The VAX 11/780s have made possible the computer access needed to support the growing computer science department as well as the increasing number of faculty members throughout the University who require computer access. They have also made instructional computing a reality at Jackson State.

Cooperative Relations. As a result of funds provided through Title III to acquire initial resources and equipment, the University has entered into agreements with a number of businesses and other organizations which have provided assistance in developing the instructional computing program. The most extensive of these agreements is with the Lawrence Berkeley Laboratory (LBL) at the University of California. Through this agreement, LBL has provided

opportunities for joint research projects among JSU faculty and students and LBL scientists
visiting staff and faculty
opportunities for student internships
loans of equipment
remote access to LBL facilities
scientific support services (machine, electronics and glass blowing)
seminars and workshops conducted by LBL staff

Relations have been established with other companies, including Armco, AT&T, Atlantic Richfield, Bell Communications Research, Burroughs, Digital Equipment, Eastman Kodak, IBM, Polaroid, TRW, and Xerox. These relationships have resulted in scholarships and grants for students, loans for faculty, grants for program development, cooperative experiences for students, and loans and donations of equipment. The chart on page 6 shows the contributions of each of these companies.

Jackson State University
DEPARTMENT OF COMPUTER SCIENCE
INDUSTRIAL RELATIONS ORGANIZATION


DEPARTMENT OF COMPUTER SCIENCE
ARMCO
-Co-ops
-Grants
-Seminars
A T & T BELL LABORATORIES
-Engineering Studies Prog.
-Faculty Loans
-Grants
-Seminars
-Scholarships
-Short Courses
A T & T INFORMATION SYSTEMS
-Faculty Loans
-Scholarships
-Seminars
ATLANTIC RICHFIELD
-Grants
-Seminars
BELL COMMUNICATIONS RESEARCH
-Grants
-Faculty and Student Interns
-Faculty Loans
-Scholarships
-Seminars
-Short Courses
BURROUGHS CORPORATION
-Grants
-Seminars
DIGITAL EQUIPMENT CORPORATION
-Grants
-Seminars
EASTMAN KODAK
-Co-ops
-Grants
-Seminars
IBM
-Co-ops
-Equipment
-Faculty Loans
-Grants
-Seminars
LAWRENCE BERKELEY LABORATORIES
-Co-ops
-Seminars
-Short Courses
POLAROID
-Co-ops
-Grants
-Seminars
TRW
-Grants
-Seminars
XEROX
-Seminars
-Summer Interns

Progress Expected in the Future

The computing facilities which have resulted from funds provided by the Title III program have made possible a quality instructional computing program at Jackson State University. Students are getting hands-on experience, and both students and faculty are conducting more research. The program meets the standards of external evaluators hired by the Board of Trustees of Mississippi Institutions of Higher Learning.

A major goal of accreditation by the American Association of Computing Machinery, however, is yet to be achieved. In order to achieve this goal, the University has initialized a two-year effort to meet all accreditation standards set by the Association. Continued support is needed to reduce the student faculty ratio, to reduce the number of students in upper division classes, to acquire adequate support personnel, and to increase the number of full-time faculty members.

Other goals to be achieved include workstations for faculty offices and more software to support existing hardware. Ultimately, the University envisions a CAI environment and personal computer laboratories in the dormitories. These computers would be connected to the 370/158 or the VAX 11/780s.

FOR ADDITIONAL INFORMATION, please contact:

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Jackson State University
Jackson, MS 39217

Telephone: (601) 968-2144

Kentucky State University, Frankfort, KY, Title III Success Stories

KENTUCKY STATE UNIVERSITY
TITLE III CASE STUDY NUMBER ONE
WHITNEY M. YOUNG, JR. COLLEGE OF LEADERSHIP STUDIES

As an outgrowth of a January 15, 1981, letter from the United States Department of Education's Office for Civil Rights to then Kentucky Governor John Y. Brown, Jr., which charged that a segregated dual system of public higher education existed in Kentucky, Kentucky State University, in cooperation with the Kentucky Council on Higher Education, developed a revised mission for KSU. This revised mission stated, in part, that Kentucky State would become the Commonwealth's small, unique, liberal studies institution in the state system with the lowest student-faculty ratio.

In meeting this mandate, Kentucky State established two methods for the implementation of its revised mission. One method has been the establishment within the University of the Whitney M. Young, Jr. College of Leadership Studies. The College of Leadership Studies, for a limited number of students, is modeled on the Great Books curriculum of St. John's College of Annapolis, Maryland, and Santa Fe, New Mexico. The second method has been to redesign the core curriculum for all other undergraduate students in the University. This method is referred to as the Liberal Studies Requirements. This Case Study speaks to the success achieved by the Whitney M. Young, Jr. College of Leadership Studies. The Title III program played a major funding role in the overall development of this most unique program in Kentucky public higher education. The College of Leadership Studies is now proclaimed as a breakthrough in the character of liberal education in Kentucky.

Kentucky State University President Raymond M. Burse and his staff, during the Fall Semester 1982, initiated the idea to implement the College of Leadership Studies as one means of achieving the University's revised mission. It was decided at this time that the College would be limited in enrollment, taking not more than 60 students into any entering class. These carefully selected students would pursue a highly structured curriculum modeled on the tutorial plan developed at St. John's College. The plan is one which relies heavily on a common program of readings pursued by all students in the College. It embraces an instructional format which utilizes the tutorial method rather than the lecture system that has become the wholly prevailing form in public universities. The program emphasizes the pursuit of the old and basic intellectual skills of critical thought, careful analysis, precise writing, and historical perspective.

In January 1983 Dr. Thomas J. Slakey, a member of the faculty at St. John's College, was selected as the first Dean for the College of Leadership Studies. Dr. Slakey was deeply experienced in the St. John's method and also had previous administrative experience as an Academic Vice President. A two and one-half year leave of absence from St. John's was arranged and Dr. Slakey immediately set about the task of developing the curriculum, interviewing prospective faculty, and recruiting students.

It was during this developmental period when Title III first assisted with the College of Leadership Studies program. Title III funding made possible Kentucky State University faculty visits to St. John's College for the purpose of gaining a better understanding of the Great Books concept and its development and implementation at Kentucky State. University faculty were able to discuss in person with St. John's faculty members the program . This dialogue led to keen insights into what would make the program successful in Kentucky. Following these visits, Dr. Slakey and his faculty team were able to refine and to adapt the Great Books program to Kentucky State University.

The College of Leadership Studies opened in the Fall Semester 1983 with 44 students enrolled and with a faculty of three full-time and three part-time professors. The beginning freshman class exceeded all expectations. Of the 44 students enrolled in the College, 42 had grade point averages exceeding 3.0 (on the 4.0 system) and/or American College Test (ACT) scores exceeding 22.0. The national average test score on the ACT for all incoming freshmen during the Fall Semester 1983 was 18.0. Two-third's of the College's enrollees had grade point averages exceeding 3.5 and/or ACT scores exceeding 25.0!

In the Fall Semester 1984, the second year for the College, a total of 61 students were enrolled. Their median ACT score was 23.6 and their median high school grade point average was 3.34.

The Board of Regents of Kentucky State University (the University's governing body), at the time it approved the implementation of Whitney Young College, set forth the stipulation that the College would be evaluated during its second year of existence to determine its effectiveness and to make any changes in curriculum that may be warranted. This evaluation, which took place during the Fall 1984 Semester, was headed by Dr. Philip Sloan, a Notre Dame University Professor of Liberal Studies, who served as a consultant to the four member faculty team assigned to the evaluation. Dr. Sloan and his evaluation team, based upon the first 18 months of success achieved by the College of Leadership Studies, recommended that the College be expanded from a two-year to a four-year curriculum.

A second committee composed of seven University faculty members and Dr. Slakey, developed a revised curriculum that would, when implemented in the Fall Semester 1985, expand the curriculum of the College from two to four years. Under this proposal, junior and senior students will continue seminars and language and math-science tutorials but have more room at those levels for electives. Seniors will also pursue independent study during their fall semester and will develop a major essay. This plan proposes three levels of participation at the choice of the student: 1) major in liberal studies with a minor in another major concentration; 2) minor in liberal studies with another major of concentration; or 3) satisfaction of general University Liberal Studies Requirements through Whitney Young College.

Again, it was Title III which largely funded the faculty release time, consultancy and other expenses associated with the review process and also funded the faculty release time necessary to develop the expanded curriculum for the College.

In the Fall Semester 1985, a total of 75 students enrolled in the College (27 freshmen; 33 sophomores; 15 juniors). Upon Dr. Slakey's return to St. John's College in the summer of 1985, Dr. John Lyon was appointed as the College's second Dean. Dr. Lyon has a doctorate in history and literature from the University of Pittsburgh. His bachelor's and master's degrees in history and literature are from the University of Notre Dame. He has taught in Notre Dame's General Program of Liberal Studies, which is similar to Kentucky State's College of Leadership Studies, and he has been Chairman of the program.

As the third year begins for the Whitney M. Young, Jr. College of Leadership Studies, every expectation is held that this most unique concept in public higher education will serve as a model for other liberal studies institutions throughout the nation. The future of the College of Leadership Studies has been assured. It only remains for the years ahead to reveal, one by one, the individual successes generated by the College. Title III funding made possible the College's curriculum development phase, without which the Whitney M. Young, Jr. College of Leadership Studies would still be only a blueprint.

KENTUCKY STATE UNIVERSITY
TITLE III CASE STUDY NUMBER TWO
CURRICULUM DEVELOPMENT

As an outgrowth of a January 15, 1981, letter from the United States Department of Education's Office for Civil Rights to then Kentucky Governor John Y. Brown, Jr., which charged that a segregated dual system of public higher education existed in Kentucky, Kentucky State University, in cooperation with the Kentucky Council on Higher Education, developed a revised mission for KSU. This revised mission stated, in part, that Kentucky State would become the Commonwealth's small, unique, liberal studies institution in the state system with the lowest student-faculty ratio.

In meeting this mandate, Kentucky State established two methods for the implementation of its revised mission. One method has been the establishment within the University of the Whitney M. Young, Jr. College of Leadership Studies. The College of Leadership Studies, for a limited number of students, is modeled on the Great Books curriculum of St. John's College of Annapolis, Maryland, and Santa Fe, New Mexico. The second method has been to redesign the core curriculum for all other undergraduate students in the University. This method is referred to as the Liberal Studies Requirements and is the subject of this Case Study.

The revised core curriculum consists, in part, of a rather traditional distribution of requirements designed to provide a broad based education to students. This curriculum is mandatory for all students enrolled at Kentucky State except for those students enrolled in Whitney Young College and for those who entered the University prior to the Fall 1983 Semester. The core curriculum consists of 53 credit hours.

The new, and the key, component of the revised core curriculum is the collection of courses designated as Integrative Studies. These are multi-disciplinary courses in the humanities, the implementation of which required considerable additional study and planning. Four of these three-credit hour courses have been developed. Title III funding in large measure provided the resources necessary for Kentucky State faculty members to have release time necessary to develop the Integrative Studies courses. Either already developed or in the final planning stages are: 1) IGS 200 - The Foundations of Western Culture; 2) IGS 201 - The Convergence and Reshaping of Cultures; 3) IGS 300 - Search for New Forms of Culture; 4) IGS 301 - Studies in Non-Western Culture.

Kentucky State University initiated with the Fall 1983 Semester a policy that all students enrolled at the University, except those in the Whitney Young College and those who entered prior to Fall Semester 1983, are required to have successfully completed these 12 hours of Integrative Studies courses as part of their fulfillment of the University's graduation requirements. This program constitutes the most important part of the University's new curriculum.

The Integrative Studies Program represents a totally new educational concept at Kentucky State University. It is now be-

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ing viewed by educators throughout the state and nation as one response to three national reports issued recently regarding the fragmentation of liberal studies education in America. These reports were issued by the National Institute of Education (NIE), the National Endowment for the Humanities (NEH) and the Association of American Colleges (AAC).

NIE issued its report, "Involvement in Learning: Realizing the Potential of American Higher Education," in October 1984. This report cited in American colleges and universities the weakness of fragmented curricula and the ideal of the integration of knowledge as having diminished. Among its 27 recommendations, the NIE Study Group stated: 1) higher education faculty should incorporate active modes of teaching that require students to take greater responsibility for their learning; 2) learning communities should be created, organized around specific intellectual themes or tasks; 3) all students should undertake a minimum of two full years of liberal education.

One month later, in November 1984, William J. Bennett, then Chairman of NEH, issued, "To Reclaim a Legacy: A Report on the Humanities in Higher Education." The theme of this report is that colleges and universities are failing to give students "an adequate education in the culture and civilization of which they are members." The report recommends that all students encounter a "core of common studies" to include a chronological understanding of Western civilization; careful reading of several masterworks of English, American and European literature. According to NEH, the humanities, properly taught, "brings together the perennial questions of human life with the greatest works of history, literature, philosophy and art."

In February 1985, AAC published, "Integrity in the College Curriculum: A Report to the Academic Community." The AAC report cites the decline and devaluation of the undergraduate degree while stressing that a baccalaureate education is still the primary responsibility and distinguishing feature of American higher education. Central to this 39-page report is that "higher education academic presidents and deans are required to lead us away from the declining and devalued bachelor's degree that now prevails to a new era of curricular coherence, intellectual rigor, and humanistic strength. Their visions must be bolder, their initiatives more energetic and imaginative, and the great potential for academic leadership that is latent in the authority of their positions must be asserted forcefully and skillfully."

Kentucky State University through its Liberal Studies Requirements is specifically addressing the concerns expressed by NIE, NEH and the AAC. The development of the Liberal Studies Requirements was made possible through Title III funding of faculty release time necessary to develop the curriculum. Without this Title III support, the University's Liberal Studies Requirements with its emphasis on Integrative Studies would still be on the drawing board instead of in the classroom.

KENTUCKY STATE UNIVERSITY
TITLE III CASE STUDY NUMBER THREE
FACULTY DEVELOPMENT

In 1982-83, Kentucky State University embarked on an intensive faculty development program. The impetus for this program was the Commonwealth's Desegregation Plan which mandated that Kentucky State University become the small liberal studies institution in the state system with the lowest student faculty ratio. In meeting this mandate, Kentucky State established two methods for the implementation of its revised mission. One method has been the establishment of a college within the University for a limited number of students. This College, the Whitney M. Young, Jr. College of Leadership Studies, is modeled on the Great Books Curriculum of St. John's College of Annapolis, Maryland, and Santa Fe, New Mexico. The second method has been to redesign the core curriculum for all other undergraduate students in the University. This method is called the Liberal Studies Requirements. The revised core curriculum, a series of 53 credit hours, includes among its offerings a group of four interdisciplinary courses known as Integrative Studies.

The Whitney Young College and the Integrative Studies programs are being taught using teaching techniques new to the present Kentucky State faculty. In addition, to be mentioned later in this Case Study, a unique concept in liberal studies education titled, "Writing Across the Curriculum," was implemented with the Spring 1984 Semester and is being utilized in all of the University's academic disciplines. This concept, too, is new to the University's faculty.

The subject of this Case Study, then, is to present the faculty development program implemented by Kentucky State University to achieve its revised mission in Kentucky public higher education. This effort would not have been possible without Title III funding assistance.

It was realized during the 1982-83 academic year that not all of the University's present faculty members had the breadth of knowledge and skills to be as effective in the teaching environments presented by the Whitney Young College, the Integrative Studies Program, and later, "Writing Across the Curriculum." To address this concern, in 1982-83, using a special non-recurring one-year state appropriation of $100,000, the University initiated a program of faculty study assignments, sabbatical leaves and visiting faculty. In 1983-84 the University was awarded $42,000 in Title III funds to supplement and assist its faculty development program. In addition to the Title III support received during the 1983-84 fiscal year, Kentucky State had been able to commit $15,000 from its limited operating budget toward this endeavor.

The $42,000 Title III grant was devoted to replacing and assisting faculty members on terminal degree leave. These included two faculty members in music, one in Sociology, one faculty member in nursing (Master of Science in Nursing), and assisting with tuition and fees one faculty member in the Whitney Young College.

Although Kentucky State, then, through its own wherewithal and aid from Title III, attempted to implement a faculty development program, it was realized in late 1983 that much greater emphasis would have to be placed on this endeavor. Prior to 1982, faculty development had not been a high priority at the University and in fact, no faculty member had been granted sabbatical or study leave in five years.

The University faced during the Spring Semester 1984, the double challenge of filling selected positions in designated subject areas with terminal degree faculty, while at the same time training its present faculty to teach within the Whitney Young College, the Integrative Studies program, and to implement the "Writing Across the Curriculum" concept.

As a first step the University requested and received from Title III funding which permitted five faculty members to undertake terminal degree leave. In addition, the University was able to attract terminal degree faculty in other critical areas.

Secondly, the University requested and received Title III funding which enabled selected faculty to visit St. John's College to view firsthand the Great Books program and tutorial method of presenting material. Also, the University requested and received Title III funding to conduct faculty workshops to train its faculty on the new teaching methods employed by the Integrative Studies program. As a result of this Title III funding, both the Whitney Young College and the Integrative Studies programs have been fully implemented and have received wide acclaim as breakthroughs in liberal studies education within Kentucky public higher education.

A third program, "Writing Across the Curriculum," has also been implemented at Kentucky State University. This unique concept involves learning through writing, not learning to write. Title III funding enabled the University to utilize consultants in its training of existing faculty through a series of seminars and workshops designed to assist faculty introduce more writing into their courses. With the Fall 1985 Semester, "Writing Across the Curriculum" has been implemented throughout the University's academic disciplines.

The Fall 1985 Semester finds Kentucky State University, thanks to Title III support, with two additional faculty members on terminal degree leave. The University remains in a strong faculty position relative to its SACS accreditation. The Whitney Young College utilizes eight faculty members (beginning with the Fall 1985 Semester the Whitney Young College curriculum has been expanded from two to four years) while the Integrative Studies program involves 11 faculty. A viable faculty development program remains a cornerstone of the University's efforts to achieve its revised mission in Kentucky public higher education.

KENTUCKY STATE UNIVERSITY
TITLE III CASE STUDY NUMBER FOUR
LANGUAGE/LISTENING LABORATORY

As an integral component of its liberal studies mission in Kentucky public higher education, Kentucky State University for many years has offered curricula in Modern Foreign Languages. As with most colleges and universities nationally, student enrollment in the study of Modern Foreign Languages has gradually, yet steadily, declined over the years. In May 1982 the University voluntarily suspended its major areas of concentration in French and Spanish. However, both French and Spanish are presently offered as minor areas of concentration and the University retains the right to reactivate its majors in these two subject areas if and when student demand increases. Also, the University is prepared to offer courses of study in German if and when student demand so dictates.

In addition to the nation-wide decline in the number of students interested in the study of Modern Foreign Languages, Kentucky State University for the past several years had attempted unsuccessfully to repair or to replace its Language Listening Laboratory. Since 1980, the University's Language Listening Laboratory was, for the most part, inoperable. This Case Study is concerned with the Title III funding which enabled the University to implement one of the most modern Language/Listening Laboratories in the nation. This facility has spawned new interest in the study of Modern Foreign Languages at Kentucky State University.

Kentucky State University's original Language/Listening Laboratory was installed in 1968 by Webster Electric Company, St. Louis, Missouri, and included 43 modular student positions and an instructors console.

For several years with periodic maintenance and minor repairs, the laboratory provided satisfactory service to the students in various aspects of foreign language, music, and English learning, especially in listening comprehension and speaking.

In about 1974, Webster Electric Company was sold and the new firm stopped making the equipment originally installed. For several years, Engineering Devices, Lexington, Kentucky, serviced the University's Language/Listening Laboratory equipment. Ultimately, the parts necessary to service the equipment were no longer available. The University's maintenance workers were able to make some minor repairs, but the equipment only functioned in the listening area, having lost much of the ability to record and playback.

The deterioration in the Language/Listening Laboratory equipment, coupled with the general decline in student interest for Modern Foreign Languages, reached the point where very few students enrolled in the Foreign Languages curricula.

Kentucky State University in June 1983 set about the task of securing funds for a new Language/Listening Laboratory. Over 25 private firms and foundations were contacted to see if they would be willing to assist the University with this project. All of them declined. Finally, with no where else to turn and with no hope of securing the necessary funding from its regular operating budget, the University turned to the Title III program for assistance.

Title III funding made possible the installation of new Language Listening Laboratory equipment in July 1984. It is comprised of three components: a television component - videotape player, screen, projector; a language listening component - central console with one phonograph, two cassette players, one phonograph, one open reel/tape recorder, and 30 booths with monophonic cassette recorders and headsets (the University provided funding for an additional 12 booths with headsets and independent console with a phonograph, cassette tape deck, amplifier, synthesizer and speakers. Total cost of the laboratory was $92,000, $60,000 of which was contributed by Title III and $32,000 by the University.

Courses which currently utilize the laboratory are Spanish 101 and 201 and French 101. Laboratory attendance is required for the successful completion of these courses. During the Fall Semester 1985 four Modern Foreign Languages courses involving 70 students are utilizing the Language/Listening Laboratory. Use of the Laboratory by other areas of the University, namely Music, Speech, and the Developmental Studies program, is under investigation with full utilization of the laboratory expected during the 1985-86 school year. This includes the teaching of English as a second language curriculum.

With renewed interest in Modern Foreign Languages being generated in large measure by the new Laboratory equipment, the

University has under consideration a proposal to make mandatory instead of optional six credit hours of Modern Foreign Languages study as part of its Liberal Studies Requirements. Such a proposal, if adopted by the University, would dramatically increase the use of the Laboratory and also generate additional enthusiasm among students for the study of Modern Foreign Languages.

An important secondary benefit to the University of its Language/Listening Laboratory is the fact that area high school students, through the College Connection program (a program whereby exceptional high school students undertake college-level course work), utilize the facilities offered by this modern laboratory. Through this high school association, an interest in attending Kentucky State University is generated in these outstanding student, many of whom it is hoped will attend Kentucky State following their high school graduation.

Title III must take credit for the anticipated growth and development of the Modern Foreign Languages component of the University's Liberal Studies thrust. Without Title III funding, the University would not have in the foreseeable future the use of any Language/Listening Laboratory.

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LANGSTON UNIVERSITY
LANGSTON, OKLAHOMA

HIGHLIGHTS OF EXEMPLARY SPECIAL NEEDS PROGRAM

The Division of Allied Health and Nursing is an exemplar of Langston University's mission that is directed toward extablishing "new programs' to "serve new publics." The three departments - Nursing, Physical Therapy, and Health Care Administration - are committed to preparing students for employment where minority students have been traditionally underrepresented.

During the past thirty (30) months of development

Sophomores and juniors who have declared Health Care Administration as a major total 12

15 sophomores and juniors have declared Physical Therapy as a major and

there are forty five (45) juniors and seniors in the Nursing program.

Once these programs are fully developed and accredited by their respective national agencies, we anticipate double to triple the enrollments.

In order to insure that these students in the Allied Health and Nursing areas develop skills, knowledge, and attitudes necessary for success and professional achievement a comprehensive learning resources center serves all students. The center includes audiotutorials, video taped lessons, test banks, computers, computer assisted instruction, individual study carrols, mini seminars, and numerous tutorial aids.

In addition, the physical therapy laboratory is equipped with the latest aids in physical therapy care so that students have hands-on-experiences followed by supervised clinical on-the-job experiences.

Title III has made this possible for an unprecedented number of minorities in the state of Oklahoma.

Another exemplary program is the Redirection of Career Development, Placement and Counseling. This developmental program has become a critical area of concern for the university due to the changing complexity of the student body's ethnic composition, age, and life-long learning experiences. As a result of Title III funding the mature students at Langston University

4.5%	30-34 years of age
45%	over 35 years of age

are counseled and advised on specific kinds of career options available to them, and instructors are given research results on teaching the mature student.

Systems are in the developmental stages for Business, industry, and graduate schools to evaluate curriculum so that changes will be relevant to the real world of work. The results of all findings will solidfy the mesh of such a comprehensive system into the total university.

Students participating in the Economics Curriculum Development have at their disposal a design that provides them with an opportunity to acquire knowledge concerning the principles involved in the production, consumption, and distribution of wealth in a market economy. Students are developing insights into micro-economic theory along with exposure to economic functions and stabilities, urban economics, and the economic history of the United States.

The program is completing its first year of development, and fifteen (15) junior students have declared a major in Economics.

The Urban Studies Program is one of the most natural components of the revised mission for Langston University in that it addresses the issue directly. Emphasis is placed on urban planning and management.

Title III funds have provided the impetus for students majoring in Urban Studies to perform several kinds of works. Among which are such areas as physical design, survey and research, community relations work or town planning, and the rehabilitation of decayed city areas.

Internships, independent study, research projects in urban areas, seminars, and field trips constitute major facets of the curriculum design.

The support of Title III funds for the development of new programs and innovative curriculum at Langston University is inextricably intertwined in its future as a viable institution in the state of Oklahoma and the nation.

Students, the raison d'etre of this institution, are the major benefactors of the federal support. Because of them we seek continued support for the strengthening of Langston University.

Lincoln University, Jefferson City, MO, Title III Success Stories

CASE STUDIES

FRESHMAN PROGRAM (AIDP)

1977 - 1982

The Freshman Program at Lincoln University was a coordinated effort by administrators, faculty, counselors, and tutors to increase the probability of academic success into the sophomore year. The need for the program derived from the special characteristics which defined the typical freshman class, characteristics which, when not addressed, contributed to poor retention figures. The Freshman Program was therefore designed to assist academically and culturally disadvantaged freshman students, to increase the chances of success for the adequately prepared freshmen, and to challenge the outstanding achievers.

To help the academically disadvantaged students, the following components were planned and implemented. First of all, the developmental courses in reading, writing, and mathematics were restructured according to placement testing, instruction, grading, and syllabus, the last relative to expected competencies for success in the eventual "regular" college-level courses. A second component for assisting the disadvantaged student was a Freshman Orientation course. Originally required of all students, this course in the last year of the grant was required only for those freshmen who placed into a developmental reading or writing course. This change not only allowed more attention to those students who most needed assistance in such areas as values clarification, academic survival skills, and motivation, but it also allowed for less pressure on the university in terms of faculty, space, and instructional materials.

Two other areas also contributed toward assisting such students: a battery of counselors and tutors. The counselors were available to assist students in social and personal areas which nevertheless might affect academic performance. The tutors, both professional and peer, assisted students academically in all courses represented in the Freshman Program.

For the adequately prepared freshman student, college-level freshman courses were taught by the competency-based approach according to the principles of Benjamin Bloom. Competency-based syllabuses were developed during and after faculty participation in a graduate course on competency-based instruction. Tutors also were available for these regular college-level courses. Honors students, too, had their special program, originally in four areas, but eventually in only two, English and history.

All areas of instruction were supported and in some cases determined by revised placement tests which were adminsitered to the entire freshman class before registration and a restructured advisement system for freshmen. In the latter case, all advisors were trained and tested according to the special procedures and requirements of the Freshman Program.

In general terms, student retention increased on an average of 22% per semester. The number of developmental students who are eventually succeeding in regular college-level courses increased by approximately 30% and all students being graduated at Lincoln Unviersity showed that they were reading at the eleventh grade level. The percentage of students passing the regular college-level courses also increased.

Today, the Freshman courses are incorporated into the various departments. The freshmen are still tested and placed into reading, writing, and mathematics according to their placement scores. As of the Fall, 1985 semester a full-time academic advisor will advise all no-choice freshmen while the various departments have designated special advisors to advise those freshmen who have declared majors. The reading and writing laboratories are staffed with full-time professional tutors to help those students in the developmental courses. Current figures show that the retention of Freshman students is still improving.

MASS COMMUNICATIONS/JOURNALISM (AIDP, STRENGTHENING INSTITUTIONS) 1977 - 1982; 1982 - 1987)

The Mass Communications activity was designed to establish at Lincoln University a bachelor's degree program in radio/televison. The new program broadened the scope of academic offerings available at the University and has extended the career opportunities open to minority students. A secondary concern was to encourage students to consider careers in Third-World countries.

Prior to initiation of this activity the University offered four courses in radio, conducted under the programs in journalism and speech/theatre. The courses were taught by instructors who were employed primarily to staff the University's radio station; there were no full-time instructors in radio/television. A minor was offered in radio broadcasting, with emphasis on broadcast operations. Opportunities for practical experiences were limited to the on-campus radio station, which was poorly equipped. The AIDP activity was designed to address such limitations in the scope and quality of instructional programs in this area; to increase registration in the radio/television minor; and to establish a major in Mass Communications.

The major in Mass Communications requires 32 hours in journalism and mass communications. The major is designed to assure that graduates will possess the production and technical skills needed for successful on-the-job performance at the entry level, the appropriate writing and communications skills as measured by a standardized journalistic writing test, and a strong sense of the relationship between the broadcast media and society, especially in the Third World. The program is intended to prepare students either for entry with the industry or for graduate study.

A Mass Communications Policy Book was prepared to suppliment the program announcement in the University catalog. The manual provides information on the general principles and philosophy governing the program, attendance policies, academic policies, and policies on use of the studios and equipment. The document was prepared for the guidance of both students and faculty.

There were major expenditures for equipment for both the radio and T.V. teaching laboratories, as well as some equipment for the radio station. Approximately $158,943.00 from Title III and $30,873.00 from other sources were spent on equipment. The teaching laboratories were set up on an interim basis in Martin Luther King Hall, a classroom building. Plans were made to move the studios to another building once the renovations were completed. During the fifth year, the radio station also underwent extensive renovations.

The program experienced a strong and steady growth with 2 majors listed in Fall, 1978 and 44 majors listed in Fall, 1981. Enrollment in the Mass Communications courses also increased from 51 in 1978-79 to 188 in 1981-82.

During the fifth year, the Mass Communications program was reviewed and evaluated. Based upon this review, the Mass

Communications program was resubmitted to Title III along with the Journalism program for funds to restructure the two programs into one program with several components. It was felt that the students who graduated in the reorganized program would enhance their marketability in the Journalism/Broadcasting fields.

Under the "Strengthening Institutions" grant, a proposal to merge Journalism and Mass Communications into a single entity i.e. Journalism/Broadcasting with two degrees and six options have been approved by the University. The six major option areas that have been developed are news/editorial, advertising, photojournalism, broadcast journalism, broadcast technology, and radio/television broadcasting. The established curriculum has been revised to reflect these six options. Five of the options are now available to students. The sixth option, broadcast technology will not be implemented until another Title III activity, Bachelor's Degree in Electronic Technology has been approved and implemented. New courses in video are being developed and implemented to enhance the curriculum. The T.V. studio has been moved into a completely renovated area, and the students have available a state of the art production studio for the T.V. classes. Funds have been used to upgrade equipment in the radio and T.V. teaching studios, and will be used to hire a video instructor in January, 1986.

The number of majors continue to increase significantly, especially with the revised curriculum. In Fall, 1984 there were 31 journalism and 77 mass communications majors in the 5 options.

LANGUAGE AND LEARNING ACROSS THE CURRICULUM (STRENGTHENING INSTITUTIONS)

1982 - 1985

In developing the proposal for this activity, the University perceived several needs: a central resource for help with writing after the students complete their composition requirements; a support system to help developmental students retain the gains they had made; faculty development in the area of language usage and teaching in the area disciplines; an area where faculty could go to work on their own professional papers; and a central resource area that would provide the above services.

The activity was funded for three years to develop the resources needed. In July, 1985, the Language and Learning Across the Curriculum Center was incorporated into the Unviersity system thus providing students and faculty with a central resource area to develop and study writing and language usage. Funds were used to hire a Specialist to help develop the Center and to purchase equipment and supplies for the Center.

The LLAC Center is equipped with approximately 500 resources: books, articles, clippings, journals, tapes, and pamphlets. The materials offer theoretical information as well as practical application in the teaching of language skills. A computer and printer were order for the Center to be used as a word processor by students and faculty.

In the spring and fall of 1984 approximately one third of the student body was surveyed to determine interest in LLAC in general and in pilot group participation in particular. Nearly 100% expressed interest in some or all of the proposed LLAC services and 300 students expressed a general interest in the pilot group. Out of this group 20 students were able to begin work with the LLAC during the Fall semester. Aid was given to students for language-oriented assignments: term papers; critical analysis of literature; report, feature story, and business letter writing; speech planning; vocabulary building; standard English improvement and grammar esxercises; resume construction; and general essay writing for a variety of courses.

In the fall of 1983, the faculty and staff were surveyed to get a sense of potential interest in LLAC, and a faculty pilot group was formed. The pilot group met during the spring of 1984, discussing the use of language as a means of learning in general, and writing, talking, and reading in particular. From these discussions, a language policy for Lincoln was developed.

Along with the more structured pilot projects, work has been done with faculty/staff from the following disciplines and departments: business, communications, computer science, co-op extension, education, English, fine arts, international student office, health education, history, home economics, math, philosophy, political science, reading, sociology, and special education. Some of these contacts have been through specific requests to help with class assignments, some through requests for help on writing projects, some through arranged workshops, and some through students.

Beginning Fall Semester, 1985, the Language and Learning Across the Curriculum Center is opened to faculty and students. A full time specialist has been employed to run the Center and to give the necessary assistance. One English faculty member, who developed the program, has been given release time to serve as the Director of the Center. The program is located with the Writing Center thus giving Lincoln students and faculty a full range of services in the writing area.

RECEIVED SEP 1 7 1985

Morris Brown College, Atlanta, GA, Title III Success Stories

CASE STATEMENT

GENERAL INFORMATION

Legal Name:	Morris Brown College
Address:	643 Martin Luther King, Jr. Drive, N.W. Atlanta, Georgia 30314
Telephone:	(404) 525-7831
Institutional Characteristics:	Senior, Liberal Arts, Coeducational
Founded:	1881
Affiliation:	African Methodist Episcopal Church
Accreditation:	Southern Association of Colleges and Schools
Degrees Conferred:	B.A. and B.S.

For 104 years, Morris Brown College has played an important role in the education of minority students in the Southeast. It has provided education for young people who otherwise might not have had such an opportunity. Many of its graduates serve as living testimonials to the academic excellence and moral values inherent in a Morris Brown education as they have gained leadership positions in their respective fields. During the early years, its educational emphasis was more on the elementary, secondary and vocational school levels; however, its thrust since the late 1920's has been toward the development of a dynamic and viable institution of higher education known for its academic excellence and service to the community.

MORRIS BROWN COLLEGE'S SUCCESS WITH TITLE III FUNDING

Overall Impact

The Title III Program has played a major role in the growth and development of Morris Brown College since fiscal year 1967. During its eighteen years of participation in this federally sponsored program, the college has affected significant changes academically and administratively.

Title III funding has greatly assisted the college in improving the quality of its (1) academic offerings, (2) student services, (3) administrative and academic staff and (4) management capabilities.

Following are some academic and non-academic programs benefitting from Title III funding:

Academic Programs

1. Developmental Skills Program
2. Competency-Based Education Program
3. Computer Science Program
4. Bachelor of Science in Nursing Program
5. Hotel, Restaurant Management Program
6. Paralegal Program
7. Division of Business Accounting, Quantitative Analysis and Statistics Labs

Non-Academic Programs

1. Administrative Improvement
2. Institutional Research Project
3. Comprehensive Career Education Program

4. Developmental Counseling and Assessment Program
5. Recruitment Training Program
6. Development Area Improvement Activity

Administrative Improvement Success Story
Planning, Management and Evaluation (PME)

Morris Brown College, through the use of AIDP funds in 1974-78 was able to take some initial steps in setting up a PME System. The problem of responding to greater demands for services while witnessing an increasing scarcity of resources led to the proposal for a Planning, Management and Evaluation System for Morris Brown College. This system was proposed in order to help manage the resources and affairs of the College in an efficient and effective manner.

Morris Brown was recently involved in a strategic planning and organizational change process under the leadership of our new president, Dr. Calvert H. Smith. The experience and expertise acquired as a result of Title III funds (as evidenced by the leadership of a group of twelve task forces for developing platforms for a five to ten-year academic plan) and the management skills of our President, helped Morris Brown College to move successfully through the following stages:

1. A key decision about whether the Strategic Plan is feasible and consistent with the college's fundamental mission/philosophy.
2. The development of strategic planning performance objectives consistent with the fundamental mission philosophy.
3. The development of programs and functional implementation plans and budgets.

In our Accelerated Planned Organizational Change Model, quality strategic planning and implementation were particularly important since there was little time to recover from any inadequacies and errors.

Morris Brown College has indeed made significant progress in achieving its three-fold goal for the 1984-85 school year:

- To redefine the curriculum
- To ensure its academic viability and future
- **To improve management and decision-making within Morris Brown, and to bring the college out of a $1.4 million deficit.**
  APPENDIX B

Developmental Skills Program Success Story
Academic Improvement Component

The Developmental Skills Program was initiated in January 1975 to provide intensive individualized development in reading, english, mathematics and logic/study skills. During the 1980-81 school year, funds were received to expand and strengthen the Developmental Skills Program by (1) increasing the number of students served by the program and (2) expanding the staff.

In 1981-82, funds were requested and received to further develop the Basic Skills Program by combining it with the Learning Resources Center. This was an attempt to eliminate duplications in the lab and skills instruction among programs. The Learning Resources Center consolidated all skills laboratory instruction in a central facility, provided closer coordination between counseling and testing and the instructional program.

During the 1982-83 academic year, the Skills Program and the activities in the Learning Resources Center had several success stories: The Director awarded 113 certificates entitled "The President's Pursuit of Excellence Award" to skilled students (freshmen and upperclassmen) who had 3.0 and above grade point averages for the previous semester; had an Open House celebration of the Jordan-Thomas Learning Resources Center; conducted a "Peer Tutor Training" program for ten weeks for skills tutors; conducted an intensive ten-week session on developing instructional modules for the Learning Resources Center and graduated 33% of 1979-83 skills students who had grade point averages of 2.0 and above.

The College did indeed achieve its objective in improving skills in students needing remediation so that they could become positive, functioning beings in the pursuit of a college education.

Nursing Education Success Story
Academic Improvement Component

Morris Brown College received a Title III Grant to develop specified programs and strengthen the institution in the fall of 1982. This grant period extends from October 1, 1982 through September 30, 1987. Development of a Bachelor of Science in Nursing (BSN) program was authorized as a part of this grant.

The decision of College officials to develop a BSN program was based on the overwhelming need among young Blacks and many practicing Black nurses for this educational opportunity.

Some accomplishments are:

1. State Board of Nursing approval of the College application to develop a program. This was satisfied on June 23, 1983.
2. College received Board of Nursing approval to enroll students in nursing courses.
3. Accreditation self-study process is scheduled to commence with a request for accreditation site visit anticipated in the fall of 1987.

The quality of BSN program development thus far is reflected best in the 1983-84 Summative External Evaluation Report for the Title III Grant and the report of the April 8, 1985 Georgia Board of Nursing site visit. Excerpts from the former report follow:

> This activity promises to be the most effective of the funding programs at this institution. Blessed with the leadership of a very capable, experienced, and well respected administrator, the activity accomplished its objectives in a very exemplary fashion, has exceeded expectations beyond belief, and promises to provide the institution with an academically sound, rigorous program of nursing education. She has utilized her resources in a very effective manner, caused courses to be developed with the aid of consultants under product delivery contracts, and has turned out a curriculum that proceeds through commendable stages of development for students enrolled in the program.

The Board of Nursing report made the following eight (an unusual number) recommendations.

1. Establishment of a Program Development and a Clinical Coordination Advisory Committee
2. Logically arranged course materials which demonstrate comprehensive development of nursing content
3. Clear relationship amongst all levels of objectives
4. Well-developed clinical evaluation tool
5. Comprehensive and appropriate collection of books, journals, and audiovisual software
6. Well-designed and equipped Psychomotor Learning Laboratory
7. Faculty sensitivity to the learning needs of individual students
8. Well-documented minutes of faculty meetings.

Title III funding is indeed helping the Nursing Education program make a difference at Morris Brown College.

Computer and Information Science Success Story
Academic Improvement Component

The AIDP funds, under the Title III Grant, have enabled Morris Brown College to address many instructional and administrative needs. With the Title III funds, Morris Brown College has been able to acquire a highly functional computer system. The College has also accomplished many of the tasks involved in the development of a strong and relevant instructional program in the Computer and Information Science.

The Administrative Improvement Component of the grant has enabled Morris Brown to design a comprehensive Computerized Management Information System (MIS). The College is well on its way in the development of the MIS.

The following lists some successful achievements:

1. The grant has enabled the College to purchase the Burroughs B5920 mainframe computer system and a substantial number of PC's and other work stations, which have been used to support many of the Computer and Information Science courses offered at the College.
2. The grant has enabled the College to purchase the Burroughs CP9500 minicomputer system to support MIS development. Implementation of the MIS program modules which will be resident in the CP9500 will greatly improve the efficiency of the college's administration.
3. The grant has enabled the College to establish the Department of Computer and Information Science, which is one of its fastest growing departments. The Computer and Information Science Program plays a direct and indispensible role enabling the College to respond effectively and relevantly to the needs of its students and the community.
4. The College has employed the necessary number of well-qualified computer science faculty; this would not have been possible without the AIDP funds.
5. The College has almost completed the development of a new Computer and Information Science curriculum, which has been described by many experts as one of the best undergraduate curriculum in Computer and Information Science.
6. The College has set up an exceptionally good microcomputer systems laboratory and a microprocessor logic laboratory. Both laboratories give our Computer and Information Science students unusual and

exceptional opportunities in gaining hands on experience which will make them immediately productive at the work place, without additional training.

7. The College has interfaced its computer system with several other computer systems in the Atlanta University Center Colleges via a broadband local area network (LAN), thus greatly increasing its total computing power to meet the increased needs of an ever increasing number of users.

8. The College has completed the design and is well on its way to the development and testing of an internal local area network which will make it possible for every user in the college to have access to every available computer equipment and workstation.

9. The quality of the facilities, faculty, and resources which Title III funds have made possible, has increased very significantly the quality of our computer and Information Science graduates. This has been clearly demonstrated by the performance of our graduates at the work place, and the feedback received from employers.

In summary, Title III funding has enabled Morris Brown College to develop an excellent program in Computer Science Education by acquiring good facilities, excellent faculty, and exceptional curriculum. This has resulted in increased student enrollment, the attraction of excellent and competent personnel, and renewed vitality for the College.

THE FUTURE

If we are to continue to play an important role in the education of minority students who otherwise might not have an opportunity to seek a higher education; if we are to be a viable institution dedicated to the education of minority students; then we must continue to plan, manage, evaluate and attract the necessary financial resources with which to undergird our efforts. Morris Brown College's future is dependent upon the continued involvement and support from the Department of Education's Institutional Aid Programs.

We strongly urge that the Reauthorization of the Higher Education Act of 1965, with particular emphasis on H.R. 2907, be approved by the Senate and House of Representatives and by the President of the United States. In this way, historically black colleges such as Morris Brown College can continue to serve the needs of minority students.

Norfolk State University, Norfolk, VA, Title III Success Stories

NORFOLK STATE UNIVERSITY

Selected Successful Title III Programs

Funds received from Title III have been judiciously applied to the development of many academic programs and the management of Norfolk State University. While all programs have been successful, several of these programs have been particularly outstanding.

THE HEALTH SCIENCES AND SERVICES CLUSTER initiated curricula in Corrective Therapy, Medical Technology, Mental Health, Nutrition and School-Community Health Education. A Medical Record Administration program was also designed and implemented. When University status was attained, the School of Health Related Professions and Natural Sciences was created.

THE MULTICULTURAL TEACHER EDUCATION PROJECT was designed to strengthen the Division of Teacher Education by adding a Multicultural emphasis to all courses and experiences. Located in the School of Education, the H. H. Bozeman Multicultural Resource Center is an outcome of this project.

The JOURNALISM DEVELOPMENT PROGRAM strengthened the journalism sequence by expanding the faculty and curricula and paved the way, with Title III funds, for the present Journalism Department. Appropriate revisions were made or new courses developed in the areas of magazine journalism, photojournalism, advertising, and public relations.

The purpose of the MUSIC IN MEDIA PROGRAM was to expand the career preparation of students by providing the knowledges, skills, and practical experiences needed in the music industry for the recording, publishing, and broadcasting media. The program provided students with an option for training outside the traditional interdisciplinary and campus-bound curriculum in the areas of studio-production, studio performance, artist-and-repertory management, and music criticism. The outcome of this program was a four-year degree program--Bachelor of Music with Emphasis in Media and a radio station, WNSB-FM, which is operated by the University.

The goal of the COMPUTER-BASED ACADEMIC DEVELOPMENT SYSTEM is the development of computer-assisted instructional programs and the initiation in selected programs within all Schools by Fall, 1985. Based on progress made to date, this goal will be realized.

Title III funds have also been used to implement a STUDENT AFFAIRS DEVELOPMENT PROGRAM which is focused on providing diagnostic and prescriptive services in order to give individualized support to students.

Under Title III funding, ADMINISTRATIVE IMPROVEMENT PROGRAM activities have been undertaken to improve administrative functions of the University. A long-ranging planning system has been initiated and formalized. Financial management and academic records management have been greatly improved by increased use of computerized systems.

MODEL FOR DEVELOPING AN INFORMATION/OFFICE SYSTEMS PROGRAM

By

Sandra F. Price, Ed.D

OAKWOOD COLLEGE
Huntsville, Alabama

Presented at the
Southwestern Federation of Administrative Disciplines
Twelfth Annual Meeting
March 7, 1985

SUCCESS THROUGH TITLE III FUNDS

by

Sandra Price, Title III Project Director

Oakwood College is a small privately owned minority institution located in Huntsville, Alabama. The academic departments on campus have traditionally been faced with the challenge of training their students on limited funds, with little chance of competing with large universities utilizing up-to-date equipment and facilities.

In 1982, Oakwood's Business Education Department was assessed and found to be completely deficient for today's technological business world. This department was housed (and still is) in a building built in the 1940's by student labor at 20 cents an hour.

Through review of the literature, the needs of business were apparent. According to an in-depth study by the Administrative Management Association and other relevant research, it was found that:

- The office environment has experienced a change unprecedented in history. The office has overtaken the factory as the most prevalent workplace.
- There is a major transition in the economic base of our country--from manufacturing to services (industry provides products; services provide information, which doubles every ten years.
- A major thrust in business is now to manage and control information and its related costs, emphasizing increased productivity.

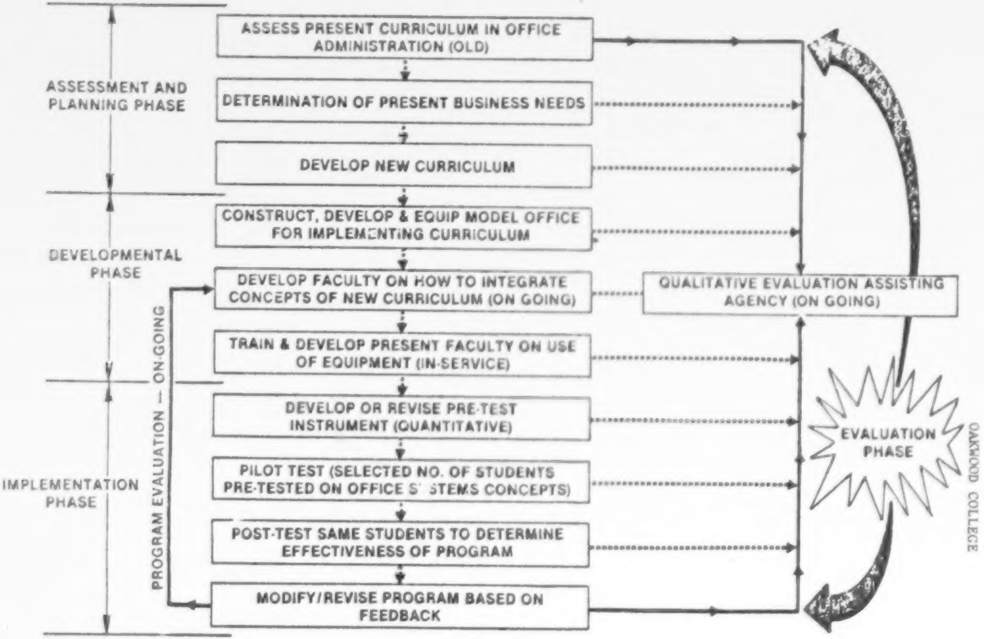
- Advanced office systems technology (multi-functional in use) is now being used in the everyday work environment.
- A total systems approach to managment will be needed to handle the information flow.
- There is a renewed focus on the people element.
- By 1990 approximately 75% of the workforce will need computer skills.
- Basic competencies needed by all office employees include: ability to think logically; to communicate effectively (both orally and in writing), to relate well with other people; to solve problems; to adjust to change; to use technology; and to be willing to learn.
- There is a decline in the need for shorthand skills.
- Business is assuming an increasing share of the load for training its own people. (Xerox spends $125 million a year to train and retrain 40% of its 120,000 employees.)

Based on this assessment, a proposal was written and Title III monies obtained for developing a totally new curriculum that would truly be attuned to the needs of business, industry, and government in an era where sophisticated technology is a part of the daily work environment. This is especially true in our community, Huntsville, Alabama, where the space program has attracted some of the country's greatest leaders in high technology.

The project is now in its third year and is based on four major phases: (see model)

1. The Assessment and Planning Phase (1981-82)
2. The Developmental Phase (1982-1984)
3. The Implementaion Phase (1984-1987)
4. The Evaluation Phase (1982-1987)

MODEL FOR DEVELOPING AN INFORMATION OFFICE SYSTEMS PROGRAM



ASSESSMENT AND PLANNING PHASE

DEVELOPMENTAL PHASE

IMPLEMENTATION PHASE

PROGRAM EVALUATION — ON-GOING

ASSESS PRESENT CURRICULUM IN OFFICE ADMINISTRATION (OLD)

DETERMINATION OF PRESENT BUSINESS NEEDS

DEVELOP NEW CURRICULUM

CONSTRUCT, DEVELOP & EQUIP MODEL OFFICE FOR IMPLEMENTING CURRICULUM

DEVELOP FACULTY ON HOW TO INTEGRATE CONCEPTS OF NEW CURRICULUM (ON GOING)

TRAIN & DEVELOP PRESENT FACULTY ON USE OF EQUIPMENT (IN-SERVICE)

DEVELOP OR REVISE PRE-TEST INSTRUMENT (QUANTITATIVE)

PILOT TEST (SELECTED NO. OF STUDENTS PRE-TESTED ON OFFICE SYSTEMS CONCEPTS)

POST-TEST SAME STUDENTS TO DETERMINE EFFECTIVENESS OF PROGRAM

MODIFY/REVISE PROGRAM BASED ON FEEDBACK

QUALITATIVE EVALUATION ASSISTING AGENCY (ON GOING)

EVALUATION PHASE

OAKWOOD COLLEGE

IMPACT OF THE PROGRAM

What impact has this project had on our students, our department, our school, and our community?

Rather than to use my words to describe the impact of the program, I wish to quote the external evaluator's remarks on her last report:

"The Information/Office Systems Management major activity has had a significant impact upon the institution. Since its inception, the number of business majors and minors has increased to over 700. (The project began with a typical secretarial program of 150 majors and minors)

The entire business curriculum has been restructured to include at least one core course from the Information/Office Systems Management program in the curriculum of every major offered in the department. Faculty and students have expressed enthusiasm for the changes and responded positively to increased use of electronic devices.

The Board of Trustees has now mandated that every student graduating from the institution will be computer literate. The employment of an additional faculty member as a 50% replacement for the project director is another indication of the institution's strong commitment to the program. Additionally, the project director has been designated as the resource consultant for all campus programs with microcomputer labs.

The activity director, is to be commended for the excellent progress that has been made toward the development of a major in Information/Office Systems Management."

These remarks are based on last year's accomplishments. A number of exciting events has occurred since that time:

- NASA now has an educational coordinator to work with us in placing our students in some strategic offices as a part of the internship program.
- The State Department has visited our model office and requested input for teacher certification revisions.
- In December, a **large** high-tech organization with offices in the Huntsville area, approached us and, based on the reputation of our graduates in the business area and on dealings with our institution, is providing support to the department. This company has indicated a willingness to donate equipment, to serve in an advisory capacity to our department and will actively participate in the placement of our students.
- All of the teachers have responded very positively, and this development has not only enhanced their professional status, but it has also made them feel self confident about future survival and motivated them to academic excellence at the highest levels.

At the beginning of this project in 1982 there was no way which we could have anticipated the impact of this program on the students, the department, the institution, and the community. This statement can be summed up by saying that

- The students have shown overwhelming support for the program and especially for the technology that is used in every area of the curriculum. This has "spilled over" from the information systems major into the total business curriculum.

The Office Systems faculty has been totally supportive. They have demonstrated this support through the attendance at workshops, training sessions of all types, and major conferences and through their attendence and input at the many planning meetings this project has required. The success of this project comes through teamwork. Especially pertinent is the quantitative data which could not be generated without their help.

The administration has exhibited their overwhelming support by constructing the facilities to our specifications, by providing funds to complete the equipment purchases needed, and by revising the core curriculum of the institution to include the computer literacy course which is taught from a user's perspective. In addition, they have appointed the project director as coordinator for all campus programs requiring microcomputer use.

The community has demonstrated their interest through their willingness to serve in an advisory capacity, to use our students in an internship program, through the donation of equipment and training, and through numerous miscellaneous services.

- On a national level, Dr. Sandra Price, the activity director has provided direction for curriculum changes as a speaker at a national convention. No less than six major colleges and/or universities have sent representatives to visit Oakwood to obtain input for similar programs at their institutions.

SUMMARY

In summary, I would like to say that as society becomes more and more complex, and as technology continues to accelerate, the survival of Black institutions becomes critical if funds are not available to meet these students' needs. Title III has played a significant part in this survival process. Oakwood is extremely appreciative of this support and has endeavored to use these funds in as efficient a manner as possible. This forward step would never have been taken without Title III support.

This new curriculum is Oakwood's approach to preparing Black students to be productive in an information systems age. Through this project, it is our vision that this curriculum will produce high-levels of student performance, will optimize outcomes, will insure economy and effectiveness, will transmit values, and will unify internal and external forces to provide a linkage to the larger systems of business, industry, and government. If our vision is realized, then students who attend Oakwood College will truly have the competencies necessary to enable them to participate in this larger system in more responsible ways.

Philander Smith College, Little Rock, AR, Title III Success Stories

RECEIVED SEP - 9 1985

PHILANDER SMITH COLLEGE
812 WEST 13TH STREET
LITTLE ROCK, ARKANSAS 72202

DR. HAZO W. CARTER, JR., President

September 3, 1985

Dr. Samuel L. Myers, President
National Association for Equal
Opportunity in Higher Education
2243 Wisconsin Avenue, N.W.
Washington, D. C. 20007

Dear Dr. Myers:

Pursuant to your request of August 20, I am submitting the following successes that have resulted from Title III funding at Philander Smith College:

1978-82 - Curriculum Development

- Implemented Basic Studies Curriculum for Freshmen serving about 160 each year with at least 70 percent increase in their grade levels in the basic skills at least two years.
- Implemented Cultural Enrichment Program for at least 200 students.
- Implemented Enrichment of Pre-Medical Curriculum serving at least 100 students, which increased the number of students at Philander Smith College entering medical and professional schools.
- Implemented International Curriculum Program serving at least 400 students over a period of two years.
- Implemented an Enrichment of the Physics Curriculum Program in conjunction with Howard University serving as the major institution with at least 30 students involved.
- Implemented an Educational Media Center/Audio-Tutorial Laboratory that involved at least 80 percent of the faculty and 85 percent of the students at the College.
- Encouraged many departments at the College to revise its curriculum for the first time in ten or fifteen years.

— College of Service and Distinction —
Member North Central Association of Colleges and Secondary Schools American Council on Education, and UNCF

1983-85

- Designed a Developmental Studies Instructional Computer Assisted Program Coupled with the Computer Assisted Test Sophistication Program

  This activity is attempting to assist the College in developing a system for identifying and correcting deficiencies in the basic skills for at least 70 percent of entering freshmen (about 150 each year) with a computer assisted program in a systematic and effective manner.

  It has provided the College with the resources to purchase microcomputers with the necessary software to enable these students to satisfy the necessary requirements to transfer to regular college courses after two semesters. In addition, it is assisting the College to develop a test sophisticated program to raise the test scores by at least 30 points above the national average for 80 percent of the students at the College taking the National Teachers Examination (NTE); The Graduate Record Examination (GRE); the Medical Aptitude Test (MCAT); et al. in order that they may enter the teaching profession, professional or medical school as well as to pursue various careers which will increase their socioeconomic mobility.

- Development of A Computer Science Major

  This activity will be developed at the College to serve the students in three different ways. It will serve as a degree program for the regular students who wish to enter the computer science field as a career; it will serve as an enhancement program for non-special students who need to know about computers to do their jobs better; and it will provide computer experience for all students in degree programs for which computer application is becoming important. The College has been funded for two faculty personnel, hardware and software.

  The development of this computer science major is congruent with the mission and goals of the Computer. Therefore, successful implementation of the computer science program will strengthen the College's academic program. Furthermore, the Computer Science Program will contribute significantly to the College moving toward self-sufficiency and will effectively address many of the contemporary institutional and societal circumstances that endanger its survival. In addition, this activity will enhance the job placement of our graduates as well as increase the upward mobility of the clientele the College serves.

1978-82 - Faculty Development

This project over the last seven (7) years has enabled the College tc implement the following:

- Twenty percent of its current faculty to secure the doctorate degree with the support of Title III funds.
- Five percent of its current faculty to secure the masters degree.
- Assisted five percent of current faculty to work toward the doctorate degree.
- Enabled 60 percent of the faculty to participate in summer graduate study, institutes, seminars, evening graduate study, and International Faculty Development Programs.
- Provided an opportunity for at least 95 percent of the faculty, staff, and administrators to participate in in-service seminars at least twice a year.
- Progress has been made toward additional advance degrees, thus assuring a faculty which is viewed more favorable by the accrediting association.
- The professional accreditation of the College was improved significantly due to the increase of faculty with doctorates. The College is more stable for this reason.
- Training Seminars/Workshops/Sessions - These sessions have increased the management capability of personnel and thus increased viability and stability of the College.
- The Title III Program has affected the stability and survival of the College by helping to increase the number of doctorates on our campus through educational stipends and by providing the College with monies to hire National Teaching Fellows.
- It has helped to keep the faculty aware of new and innovative methods for teaching through funds for faculty travel to professional meetings.
- New degree programs and curriculum revisions were implemented.

1983-85 - Professional Development of Faculty et al. to Meet the Changing Curricular Needs of Students

This activity provides an opportunity for the College to design a system for evaluating the professional competence of faculty and provided specialized faculty personnel for various career options. In addition, it provides the faculty and administrators an opportunity to be involved in evening graduate study in specialized areas as well as summer studies for seminars and workshops approved by the Professional Development Committee. Furthermore, it provides an opportunity for travel for specific personnel in the various divisions to attend seminars which will focus on curriculum changes.

Students with academic disadvantaged were helped.

Curriculum programs were implemented that increased the achievement of students.

Faculty salaries and rank were improved through faculty development.

1978-82 - Administrative Improvement

The following administrative programs at Philander Smith College had a major impact on the College:

- The Title III Coordinator whose major role was to serve as a catalyst in the implementation of the various activities.
- The external consultants used by the College in the administrative and management improvement of the Title III Programs.
- The development of the long-range planning program which played a major factor in the accreditation of the College.
- The Office of Institutional Research (IR) provided the data needed by the College for decision making. It was the College's first official (IR) Office supported with Title III funding.
- The College was able to strengthen its Management Development Programs. Furthermore, the College was able to strengthen its Alumni, Public Relations, and Fiscal Affairs Offices, which are very critical in the operation of the institution.
- The Financial Aid Program at the College was strengthened with the support of Title III. However, this program like many others where personnel were trained with the support of Title III, after having served for 3 or 4 years at the College, moved up in their profession and to other institutions. This program enabled at least two of the administrative

personnel to secure the doctorate degree and are now at the College. Furthermore, it provided opportunities for these persons to attend seminars and developmental programs.

1983-85

Developing A Resource Management/Information, and Evaluation System

This activity will enable the College to develop a variety of components essential to prudent and informed contemporary higher educational management of the College's resources. In this activity, the College has purchased computer hardware and software in the amount of $250,000 to serve the following:

- Admissions
- Alumni Records
- Financial Aid
- Fiscal Affairs
- Development
- Registrar
- Additional Classroom terminals

Trustee Leadership Workshops

This activity was designed to provide the trustees at Philander Smith College with a common understanding of the institution's goals and objectives, as well as to help establish a planning framework in which trustees, administrators, and staff can each play a significant role in strengthening the mission of the College. In addition, it provided a series of meetings to discuss what the governing board function and responsibilities should be in moving the College toward self-sufficiency.

1978-82 - Student Services

- The Title III Program helped Philander Smith College to maintain students and services in spite of inflation and the reduction of gifts from foundations and the corporate sector.

- The Career Counseling Program assisted in improving the retention rate of students and their morale.

- The Cooperative Education and Placement Program helped the College to find suitable employment for students.

- A more effective counseling and guidance program was implemented.

- The admissions, recruitment, and retention program at the College was enriched.

1983-85

Human Development Center (Comprehensive Counseling Program)

This activity will create a Human Development (Counseling) Center to serve the needs of the College community particularly students, and stress wholistic, preventive techniques. It will also provide services and assistance programs which are directed toward human development and increasing human understanding of students, faculty, staff, and administrative personnel at the institution.

To Develop and Implement More Effective Strategies for the Management of Student Enrollment at the College

This activity will enable the College to develop and test an effective management enrollment program with strategies from 100 percent of the units at the College that will increase enrollment to 750 FTE students. In addition, it will help the College to move toward self-sufficiency and strengthen our retention of students.

Sincerely,

Hazo W. Carter, Jr.
President

HWC:cw

cc: Dr. McKinley Newton

PRAIRIE VIEW A&M UNIVERSITY

BASIC SKILLS PROGRAM

- Provides a Pre-testing program of a battery of four pre-tests
- Provides individual and group review sessions
- Provides individual counseling for students after pre-tests
- Increased student performance from initial testing period in July 1984 to the next two testing periods with these averages: Reading 27%/66%, Mathematics 45%/62%, and Writing 36%/65%

Education majors in the state of Texas must pass the Pre-Professional Skills Tests (P-PST) in order to become certified. The P-PST is a battery of three basic skills tests in Reading, Mathematics, and Writing (a multiple-choice test and an essay).

Since college students in general and minority college students in particular have some difficulty with the basic skills, we knew we needed to provide basic skills services for our students. This was even more evident when we received the results of the first administration in July 1984. As part of the basic skills assessment component of our project, we identified and now use pre-tests to determine each student's strengths and weaknesses. Also, we focused on researching and formulating a competency-based review program tailored to meet the needs of each student.

Students complete an item analysis of each pre-test. The information is used as a guide for studying specific components of that subject area. The student's overall performance on the pre-tests is viewed while counseling with him on which tests he should/should not take when the P-PST is next administered.

In the review program itself, students are encouraged to study, individually, at least two hours a week. Also, they are to attend Group Review Sessions held twice a week for one hour each. A variety of materials have been identified and made available for students to use including computer software.

Two hundred five (205) students have been pre-tested since the spring semester 1984. Of this number, eighty-eight (88) students have taken the P-PST. (All students do not take all three parts of the tests). Student performance has improved significantly in all three areas since our initial participation in the July 1984 testing. When one compares the initial testing scores with the scores representing the average of the two subsequent testings, the improvement is very evident. These results are: Reading 27%/66%, Mathematics 45%/62%, and Writing 36%/65%.

Overall performance results indicate that the pre-tests serve as an excellent predictor of performance on the P-PST. In addition, the item analysis has proven to be a useful study guide and the key to tailoring study to master specific competencies. This has been the main reason for our success along with consistent individual and group study.

Title III has provided needed funding for research, piloting, and formulating a program to meet the particular needs of our students. Analysis of student performance continues so we can monitor and make necessary adjustments in the program.

MICROCOMPUTER-BASED LABORATORY STUDIES IN PHYSICS AND CHEMISTRY

* Provides a comprehensive laboratory based instructional program in Physics and Chemistry

* Provides for design and development of faculty workshop in microcomputing literacy for faculty in science, mathematics, and engineering

* Provides for development of library for support of microcomputer-based laboratory instructional program

* Increased student interest in laboratory program

* Student exposure to state-of-the-art microcomputing equipment resulting in increased confidence and development of skills in demand by employers

* Significant increase in computer literacy of faculty and students

The development of a quality laboratory instructional program is a primary goal of science and engineering departments. Students must learn basic theory. However, there must also be adequate exposure to hands-on experiences which validate theory.

Title III Funds have provided an opportunity for the Departments of Chemistry and Physics to introduce microcomputers into their laboratory instructional programs at a much faster rate than would have occurred without external funding. It is vital that students of science and engineering receive early concentrated exposure to microcomputers because they are "tools" which will be a significant part of their educational and professional lives.

Laboratory and faculty activities initiated through Title III funding include computer-assisted-instruction (CAI) utilizing Drill and Practice software, simulation of laboratory experiments, and computer controlled experimentation. Additional activities include reduction and analysis of data, scientific word processing, and computer graphics.

Southern University, Baton Rouge, LA, Title III Success Stories

TITLE III

Southern University
Baton Rouge, Louisiana

Southern University's plan for development centered around strengthening, improving, restructuring, developing, or expanding existent curricula, programs and services. In appraising the developmental stage, three interrelated functions of the University were examined: raison d'etre, complementary, and self continuity.

RAISON D'ETRE PROJECTS. These "reason-for-being" activities are directly related to the academic program and career options. They are the "proper" activities of the institution inasmuch as they are the activities for which the institution primarily exists. Those projects selected were:

1. *College of Engineering Curriculum Improvement. The project strengthened the instructional programs such that our graduates could be more competitive in the profession and better prepared for pursuit of graduate study. New career options leading to associate degrees in mechanical and electronics technology were offered through "Two-Plus-Two" programs. The acquisition of adequate personnel and equipment which reflected today's industry enhanced teaching and learning. The Division of Technology in the College of Engineering had an enrollment of 169 in 1979 and a 1984-85 enrollment of 323, not including students in the Junior Division which would make a total of 405. They began with one piece of non-working equipment and now have a fully working laboratory with 12 stations for electronics. Over 80% of the "Two-Plus-Two" students opt to go into the four-year program. Females increased from 4 to approximately 20.*

A Womens Reentry Program was initiated and the first graduate is scheduled for 1986. As a result of travel made possible on the grant the division has been able to acquire computers and additional human resources. Gifts are still in receipt. Ninety-three percent (93%) of the graduates are employed.

Instructional laboratories in civil, electrical, and mechanical engineering were updated and concomitant laboratory manuals designed. Fifty-five percent (55%) of the out-of-date equipment was replaced. Since AIDP/SDIP, the college has received nearly a million dollars in equipment grants.

The curriculum in architecture was diversified by the addition of three new courses: (1) Environmental Control Systems, (2) Building Systems Technology, and (3) Architectural Graphics which increased the marketability of our graduates and complied with the National Architectural Accrediting Board (NAAB) recommendations. Also in compliance with NAAB recommendations, the number of teaching/learning resources (books, materials, tools, and equipment) was increased.

Approximately 75% (around 30) of the faculty members upgraded their knowledge and skills through a series of professional development activities as on-campus faculty workshops, short courses, seminars, conferences, and professional meetings attendance.

A Student Retention Center was established which utilized a computer-based monitoring system and a tutorial program which reduced the attrition rate by approximately twenty-five percent (25%). Also, approximately 25% of the students earned a place on the Dean's list by obtaining a 3.0 grade point average out of a possible 4.0 points. Since AIDP, twenty-seven personal computers and two terminals have been added to two different systems for tutoring, instruction and office administration. All student records are on computer.

2. College of Business. This activity met approximately 90% of the personnel requirements and approximately 100% of the requirements for curricular innovations recommended by the American Assembly of Collegiate Schools of Business (AACSB). Learning modules and demonstration units were designed for 28 courses: 10 in Principles of Accounting, 4 in Principles of Management, 4 in Principles of Marketing, and 10 in Principles of Economics. This activity also met 100% of AACSB's utilization of information resources requirements. Activities funded under the grant not only set the stage for the new master's degree program in professional accounting which began this fall semester, but also helped to move the College of Business closer to achieving its primary long-range goal of special agency accreditation for all of its programs.

3. Computer Science. One hundred percent (100%) of all computer science majors were exposed to interactive computing. The curriculum was improved by the addition of new courses: Database Management Systems, Programming Language I, Computer Architecture,

Problem Solving Techniques, Data Communication, and PASCAL Programming Language. All graduating seniors were exposed to current trends, careers, graduate programs and employment opportunities through scheduled seminars. Sixty-five percent (65%) of the faculty upgraded their knowledge and skills through short courses, seminars, visitations/observations at other universities, professional conferences and workshops. Because of developments made through Title III, a Master's program is now offered with an educational computing option and an information/ operating systems option.

The National Aeronautics and Space Administration (NASA) awarded the department a research grant to develop software to test theoretical algorithms for a simultaneous bidding system for the space station room.

Some seven other research contracts and grants have been awarded to the department by IBM and Raytheon.

Enrollment is at an all time high. There are 700 undergraduates and 120 graduates.

4. Biology increased the number of majors in non-health delivery career related areas as biostatistics, bioenvironmental science, etc. The acquisition of materials and equipment allowed the utilization of new teaching strategies using video tapes, a modified version of Teaching Information Processing System (TIPS), and peer tutoring which helped to reduce attrition and increase Graduate Record Examination (GRE) scores.

5. *Chemistry*. The Title III grant enabled the department to implement a two-fold plan for achieving the goal of graduating more and better prepared chemists. The plan consisted of (1) expanding the content of chemistry courses, and (2) updating the instrumentation curriculum to meet the current needs of job-seeking chemistry graduates. The upgrading of the instrumentation curriculum was focused upon acquiring the NMR spectrometer, a major tool of the modern research chemist. The American Chemical Society (ACS) standardized test scores were increased. Enrollment increased.

6. *Interdisciplinary Course Development*. Before Title III it was noted that a majority of Southern University students performed at an acceptable level in individual disciplines but were deficient in perceptions of how concepts from these disciplines relate to give a holistic view of their chosen professions. Thus, an Interdisciplinary Course Development Program resulted which combined concepts from the natural sciences, social sciences, engineering, testing and humanities. Course manuals were produced by faculty committees: *The City and Its Minorities* (Social Science 399 - 3 semester hours), *Strategies In Test-Taking* (Ed. 480 - 3 hours), *Contemporary Science* (Sci. 291 - 4 semester hours), and *Arts, Society and Culture* (Humanities 399 - 3 hours.)

7. *Mass Communications Development*. This activity has developed and/or will have updated the photography, print journalism, and radio/television laboratories to meet Federal Communications Commission (FCC) guidelines. This should allow for the acquisition of a radio and/or television station in the near future. The curriculum is being refined and expanded.

COMPLEMENTARY PROJECTS were identified as those activities which the University added during its history--activities which could be handled by other structures but which were undertaken as complementary to raison d'etre functions: They were:

1. The Mathematics Laboratory with major emphasis on calculators was established to improve the basic skills in mathematics of 75% of the students enrolled in mathematics courses by at least one grade level. This objective was met. In fact, between 75%-85% of the students' level of performance increased. Through IAP computers have been added to the lab through the Computer Assisted Instruction in Basic Skills activity and the College Board Descriptive Tests of Mathematics reflected an improvement from 50% to 80%. Also basic skills in reading and English have been increased thereby increasing retention.

2. Cooperative Education. The number of minority students enrolled in cooperative education increased from 190 to 663. The number of employer contacts increased by 50%.

3. Comprehensive Counseling Center was instituted to serve 9512 students. The retention rate of students on academic probation was improved by 48.5% fall of 1982. Outreach programs were initiated and individual psychological and career counseling offered.

4. A Communication Skills Center was established to take 50% of the freshman students with diagnosed deficiencies in reading, writing, and oral expression and improve their performance by 50% through a new instructional approach (Personalized System

of Instruction) or (PSI), teacher designed self-instructional modules, Craig Reader Programs, Mind Technology Programs, video cassettes, etc. This goal was attained and monitoring devices used to ascertain maintenance or increase in level of proficiency. Students were referred to the Center if regression was observed. This component is now institutionalized.

SELF CONTINUITY Projects assured the continued and successful operation of this institution through administrative development.

1. *Planning, Management and Evaluation (PME) was established which provided a continuing focus on administrative development and a coordinating mechanism dedicated to establishing a framework for orderly systematic operation and/or change. The project was responsible for the development of appropriate, discrete, extant administrative subsystems into an operationalized, holistic system. A Financial Management System is in process of being installed.*

2. *Management Information System (MIS). A new state-of-the-art computer system was installed by the University. Title III funds allowed entry into an advanced phase of systems implementation.*

* * * * * *

Because of development made possible by AIDP/SDIP funds, enrollment has increased in the funded activities.

Fall of 1984 enrollment figures listed the College of Engineering as the largest (1058), followed by the College of Sciences (998), and the College of Business (965).

Title III funds made possible the acquisition and/or maintenance of accreditation for:

1. *The Department of Civil Engineering**
2. *The Department of Mechanical Engineering**
3. *The Department of Electrical Engineering**
4. *Architecture--National Architectural Accrediting Board (NAAB)*
5. *Chemistry--American Chemical Society (ACS)*

From the grant three persons received Ph.D.'s in Engineering and one in Special Education. Ten faculty members have completed all work for the doctorate but the dissertation.

1 Counseling
2 Mathematics
3 Political Science
1 Accounting
1 Rehabilitative Psychology
1 Mass Communications
1 Engineering

**Accreditation Board for Engineering and Technology (ABET)*

A CASE STUDY: SPELMAN COLLEGE'S SUCCESS WITH TITLE III FUNDING

Spelman College has been a proud recipient of Title III funding to support developmental efforts in its administrative and academic areas. The College's strength and stability as a liberal arts college dedicated to excellence is directly attributable to the consistent assistance provided by the Department of Education. Moreover, federal funds have made it possible for historically black colleges, such as Spelman, to sustain their unique mission and goals to provide educational opportunities which will prepare minority students for significant participation in society.

Spelman has taken its partnership with the Title III program seriously and has demonstrated its commitment to that partnership by sustaining each programmatic area instituted and/or enhanced with the aid of the Title III Program beyond the termination of the grant period.

During the early years of our Title III partnership, Spelman was able to establish and refine administrative units. The offices of Personnel Relations, Admissions, Freshmen Studies, and Institutional Research were developed to improve the overall management of the College's operations.

Some of the specific accomplishments of these administrative units which significantly contributed to the College's stability are:

*the reduction of employment turnover and increased opportunities for employee training;

*an increase in student enrollment and improved quality of entering students;

*a more effective student support system resulting in a lower freshmen attrition rate;

*systematic data collection procedures and an academic evaluation process;

*a management information system in all administrative offices.

In conjunction with the improvement of Spelman's management systems, the Title III program further assisted in the restructuring of the academic component of the College along divisional, rather than departmental lines which provided for the effective utilization of resources. The creation of five academic divisions helped to promote Spelman's interdisciplinary approach to the liberal arts. The scope of Title III funding also included provisions for faculty development which resulted in an increased number of existing faculty being able to obtain terminal degrees. The strengthening of the academic divisions had a major impact on the College's credentials for reaccreditation. The College is indeed vastly different from what it was just five years ago, due in part to past Title III support for critically important planning, administrative and academic programs.

The dramatic shift in student and programmatic needs are currently being addressed by a Special Needs Program grant. This important funding is being used to implement the goals and objectives of the College's long-range plan to strengthen the curriculum through the use of high technology; to improve competencies in basic skills and to provide a supportive academic environment conducive to learning. These objectives are being met by six sorely needed programs that serve to better position Spelman in the mainstream of American higher education.

The six projects outlined below come together as a whole in their relationship to the College's total curriculum, its long range plan, its mission and goals:

> THE COMPUTER AND INFORMATION SCIENCE PROGRAM provides for the development of a computer science major and minor sequence for the first time at Spelman College. A computer literacy course has also been developed as a core requirement for all students. The overall thrust of the program is supported by an academic computer laboratory which serves students and faculty members who integrate computer programs into their courses.
>
> CURRICULUM DEVELOPMENT/COMPUTER APPLICATIONS IN THE SOCIAL SCIENCES brings about major curriculum revision and reform in all five departments in the Division of Social Sciences. In just two years, the activity has increased the number of faculty members who use computers for instructional and research purposes from 2 to 14. During this period, the activity has also increased the number of courses which offer computer activities from 2 to 10. The rapid increase in the breadth and depth of faculty development in computer applications and the Social Sciences microcomputer laboratory were made possible by the

availability of Title III funds. By the end of the grant period approximately 20 courses in the Division will include computer applications. This activity is also supported by a well-equipped microcomputer laboratory.

STRENGTHENING DEVELOPMENTAL READING AND MATHEMATICAL SKILLS PROGRAMS greatly enhance the key basic skills programs in reading and mathematics at the College. The program activities support curriculum and faculty development through the use of computer assisted instruction. These two basic skills programs so critical to insuring success in all academic areas have been able to serve a greater number of students as a result of Title III funding.

CURRICULUM IMPROVEMENT FOR THE BIOLOGY MAJOR supports Spelman's objective of increasing opportunities for and enlarging the number of minority women who pursue medical and scientific careers. The equipment necessary to provide advanced seminars and practica in electron-microscopy was made possible with Title III funding. The Department of Education's support has been critical to our ability to remain the nation's sixth ranking undergraduate institution providing black women physicians.

THE COMPREHENSIVE WRITING PROGRAM has benefited greatly from Title III funding. Without assistance the College would not have been able to systematically train faculty in the modern methods for teaching writing or in the cross-disciplinary strategies for enhancing writing skills. Title III has also had a significant impact on raising writing skills expectations to a more conscious level for faculty and students as evidenced by course syllabi and assignment sheets. Faculty and students have increasingly utilized the Writing Center services and resources which were provided by the Institutional Aid Program.

THE LIVING-LEARNING PROGRAM FOR STUDENTS has been most exemplary of the impact of Title III funding campus wide. This activity seeks to establish a supportive and innovative co-curricular environment for students in the College's residence halls. Designed to integrate cognitive and affective learning experiences in the dormitories and to complement and undergird academic and classroom instruction, the program has grown from 78 students to 753 participants and is being piloted in each residence facility on the campus. Moreover, the program has generated enthusiasm and the participation of over 43 faculty members across the disciplines who come together as faculty mentors to plan and implement the innovative programs for student residents.

The support we have received under the Department of Education's Institutional Aid Program has been the focal point of the institutional strengthening which has allowed the College to remain viable and vital. Our viability and vitality are constantly measured through the process of defining goals and taking the steps necessary to develop institutional priorities and mandates with a clear vision of what a liberal arts education must do for students who will go forth to excel in a complex and highly competitive world. Although great strides have been made, our goal of becoming fully developed remains a moving target which we are determined to overtake.

Throughout the academic community, Spelman has gained a reputation for being self critical and for devoting a great deal of time and energy to the process of planning and evaluation. Our history as a traditionally black college has proven that good intentions and perserverance simply have not been and will not be enough to move our institution from the rocky road of survival to the position needed to effectively sustain our quest for excellence.

If we are to maintain the high academic and administrative standards initiated with the assistance of Title III funding; if we are to respond, with vigor, to today's increasingly sophisticated technological challenges; if we are to be a viable institution dedicated to the education of young black women for leadership roles; then we must continue to plan creatively, work hard and attract the necessary financial resources with which to undergird our efforts. While we are on the threshold of making a coherent vision a long-sought reality, Spelman's present and future institutional strength is dependent upon the continued involvement and support from the Department of Education's Institutional Aid Program.

With deep commitment to the mission of historically black colleges and universities and a firm resolve to improving the lot of deserving young black students, we strongly urge that the Higher Education Reauthorization Act be approved in both houses of Congress and by the President with major appropriations to the Title III Program. We also urge that provisions be made for the black colleges and universities that have reached the first rungs in their upward climb toward development where there is yet much institutional strengthening to be done in such areas as research equipment and facilities, library acquisitions, archival organization, capital improvements and endowments.

Stillman College, Tuscaloosa, AL, Title III Success Stories

STILLMAN COLLEGE

A COLLEGE OF THE PRESBYTERIAN CHURCH (U. S. A.)
P O BOX 1430 • TUSCALOOSA, ALABAMA 35403
TELEPHONE 205 • 349-4240

OFFICE OF THE PRESIDENT

September 10, 1985

Dr. Samuel L. Myers, President
National Association for Equal Opportunity
in Higher Education
2243 Wisconsin Avenue, N.W.
Washington, D.C. 20007

RECEIVED SEP 13 1985

Dear Dr. Myers:

Thank you for the opportunity to share successes resulting from Title III funding. Stillman College has participated in the Title III Program since 1966 and has received approximately $7,000,000 in funding. These funds have had great institutional impact in the areas of management, overall development, and fiscal accountability.

Through Title III funding the College has become completely computerized and has established a management information system and a planning and research office. Every area and each aspect of the Institution's programs and operation have been enhanced and improved as a result thereof.

The curriculum has been revised to address technological needs and to increase career options for students. Computer literacy is now a requirement for graduation. Majors in computer science and telecommunications as well as the provision of media services that complement the instructional program have resulted from Title III funding.

Title III funding has provided faculty-study support for terminal degrees as well as for the recruitment of highly qualified faculty. Consequently, state and regional accreditation requirements have been met; and the College has been freed to move ahead in new directions with innovative programs and programming.

With improvement in mangement, decision making, and delivery services, Stillman is experiencing unprecedented growth and development. Enrollment is up, and students are receiving high-quality education. Title III funding has been an excellent investment in this institution's development and continues to yield great return.

Sincerely yours,

Cordell

Cordell Wynn
President

THE IMPACT OF THE TITLE III PROGRAMS AT THE UNIVERSITY OF MARYLAND EASTERN SHORE

Title III programs have been an integral part of the University of Maryland Eastern Shore (UMES) since 1967. Over the past seventeen years, several programs have been developed with emphasis on faculty development, academic improvement, student services and administrative improvement.

In 1967-68 and 1968-69, Title III programs were devoted to academic improvement and faculty development. In 1969-70, student services were provided, for the first time, but on a limited basis. It was not until 1972-73 that programs were developed for the improvement of administrative practices. In the beginning of the Title III program at UMES, there was an urgent need for faculty development. For the period 1967-1971, programs were developed to address this need. However, in 1971-72, major shifts in program focus occurred. There was no longer great emphasis on faculty development but rather on academic improvement. In the period between 1974 and 1977, student services programs were highlighted. Between 1979 and 1984, academic improvement became again the central area for program development with attention devoted also to the improvement of administrative practices and student services.

Several Title III programs that were developed between 1967 and 1982 are:

Visiting Scholars
Library Resources
Closed Circuit Television
Faculty Development
National Teacher Fellowships
Curriculum Improvement
Student Services
Cooperative College Development
Teacher Education
Learning/Resource Center
Counseling and Placement
Cooperative Doctoral Program
Thirteen College Curriculum
Office of Development
Surplus Property
Institutional Planning
Environmental Sciences
Institutional Research
Learning Enrichment Academic Program
Admissions and Recruitment
Early Childhood and Special Education
Interdisciplinary Studies
Cooperative Education
Comprehensive Counseling
Hotel and Restaurant Management
Computer Science Curriculum
Developmental Skills
Special Young Child
Social Science
Center for Improvement of Instruction
   and Administration
Pre-Professional Curriculum

In general, Title III funds have been essentially used as seed money for developing new academic programs and enhancing other existing units which was later supported with State dollars. Among those were: Career Planning and Placement Office, Thirteen College Curriculum Program, the Development, Alumni Affairs, and Recruitment Offices, the Pre-Professional Curriculum, Environmental Sciences, Special Education, Computer Science, and Hotel and Restaurant Management Programs.

It is apparent that the Title III Program at the University of Maryland Eastern Shore has been a vital force behind the university's growth as a developing institution. Without this project, UMES would have no systematized method of gathering and analyzing data about itself and then utilizing that data to plan more effectively. There would not be a program directed to the needs of students who have not had the opportunity to acquire or perfect the basic skills levels needed to compete adequately in the college setting or for students who, as the result of the culture biasness of many standardized tests, have never "scored" as well as their work would predict. There would be no program to alert the student to the changing world of work and the new careers available to him and then, on a more basic level, to help him to learn how to seek and secure a job after leaving school.

The expansion of academic programs at UMES to fill the region's educational need would have been halted by the lack of additional state funding due to the decline in enrollment prior to the existence of the Title III Recruitment program. Furthermore, the institution's attempts to cope with the enrollment problems and rectify them through new admissions and recruitment procedures during this period would have been non-existent.

The atmosphere of idea exchange that is so vital to quality higher education would be greatly diminished if not for the programs that allow the faculty to enter into advanced study, work on curriculum projects and attend professional meetings in order to share experiences and research with their colleagues; and those that bring outstanding academicians and other persons of note to the campus to enrich the educational lives of faculty, staff and students alike.

Production of an institutional fact book has been one of the major tangible accomplishments of the Institutional Research and Planning Offices. UMES now has a central clearinghouse for the information that is necessary for adequate planning.

Increased "presence" of an admissions and recruitment staff and program on campus has been instrumental in holding back the decline in enrollment that had plagued UMES. Without this energetic commitment and adequate staffing, it is unlikely that UMES would have succeed in holding its own against the backdrop of adverse publicity.

Current Programs

The current Title III Program of five years duration (1983-87) will support the development and strengthening of academic programs; improvement of administrative practices for more effective academic support, efficient fiscal control and enhancement of overall institutional management. The program will also support further development of student services to improve student performance and retention. Each of the activities comprising the program are listed below.

The overall purpose of the academic activities is to reinforce and enrich both the curriculum content and outcomes for students at all levels. The Instructional Assistance Center is designed to reduce attrition and improve students' basic skills across the entire curriculum. The Computer-Assisted Instruction in the Pre-professional Curriculum activity will benefit students enrolled in the Pre-professional Curriculum Program. The intent of the activity is to provide the means by which faculty involved in the program can develop teaching/learning materials that will strengthen student learning processes through the acquisition of sequential skills in mathematic and natural science courses using modern technologies. Computer Science Education is being developed as a new teacher education major. The program will allow students the opportunity to develop computer literacy and prepare students to keep up with the advancing technology of years to come through continuing self-education. Fashion Merchandising will upgrade the technical competencies of students taking textiles and clothing courses by providing a full program of study. Finally, the Hospitality Management program will provide didactic and laboratory to increase students' employment potential in the Hotel and Restaurant Management field.

The Computerized Counseling Model is designed to enhance the educational experiences of students by providing innovative, personal, social, and academic support activities. The primary emphasis of this expanded activity will be on guidance in career goal development, assertiveness training, and drug abuse prevention. In addition to the general student population, the targeted segment to receive special attention will be older and foreign born students.

The Administrative Management Improvement program is designed to ensure improvement in the areas of fiscal and data management and staff development. The activity will seek to maximize congruency and consistency between institutional goals and objectives, student support and other support operations. The activity will improve the administrative decision-making process as it relates to management, support services and productivity.

While the current Title III program has been in existence for only two and one-half years, there is evidence that this program will also strengthen the overall growth of the university. For example, there has been an increase in the library holdings in the computer science, fashion merchandising/textiles and clothing fields; several courses have been upgraded, revised, and developed; and a number of computers and other equipment have been purchased for the improvement of academic programs and administrative practices. Without the support from Title III, it would be impossible for the University to adequately accomplish its goals.

University of Maryland Eastern Shore, Princess Anne, MD, Title III Success Stories

BRIEF SUMMARY OF SUCCESS STORIES RESULTING FROM TITLE III FUNDING

Through the support of Title III, the following new programs and innovations are in existence at UMES.

1. Baccalaureate degree program in Hotel/Restaurant Management
2. An excellent Developmental Skills Center
3. Baccalaureate degree program in Elementary Special Education (As a result of the success of this program, we now offer a graduate degree program in Special Education.)
4. Baccalaureate degree program in Computer Science (As a result of the success of this program, we now offer a graduate degree program in Computer Science.)
5. Baccalaureate degree program in Environmental Science (As a result of the success of this program, we now offer a graduate degree program in Computer Science.)
6. Pre-Professional curriculum is now extended to nine professions
7. As a result of funds from Title III, we feel that our Comprehensive Counseling Center is one of the best to be found in any small institution.
8. With the support of funds from Title III, we have established a separate Office of Recruitment.

New programs and innovations that are developing as a result of Title III funds include:

1. Instructional Assistance Center
2. Computerized Counseling Center
3. Administrative Management Improvement System
4. Baccalaureate degree in Computer Science Education
5. Baccalaureate degree in Fashion Merchandising
6. Office of Institutional Research and Planning

Virginia Union, Richmond, VA, Title III Success Stories

VIRGINIA UNION UNIVERSITY
SPECIAL NEEDS PROGRAM

Major Accomplishments with The Support
of Title III Programs

With the support of Title III funds, the following significant accomplishments have been achieved at Virginia Union University:

1. In the Computer Center, the computing hardware configuration has been upgraded with the following results:
   a. Increased the number of concurrent users of the computer from eight to sixty-four.
   b. Increased the response time by expanding memory and upgrading on-line disk storage.
   c. Increased the number of academic and administrative packages available to faculty, staff, and administrators.
2. Several terminals were installed in faculty offices and in the engineering laboratory and assistance was provided to faculty for the integration of computer usage into mathematics classes.
3. A network of 11 microcomputers, conversational terminals, and printers was installed at the Chief Administration office building. This equipment is being used for administrative applications.
4. Specified, designed and implemented an Administrative Management System which consists of a series of screen displays necessary for informed top management decision making.
5. Over 60,000 transactions were created in the Academic History System representing complete grade transcript for all students who attended VUU in the Fall of 1981 and later. These transactions translate into complete transcripts for about 2,500 students. Besides the obvious advantage of being able to produce computerized transcripts, this system provides the data necessary for a good faculty advisement program.
6. Several new software packages were installed for academic uses and new version updates were applied to existing packages.
7. Comprehensive specifications were developed for the enhancement of the Admission System and the Alumni/Development System.

8. A working paper - Project PAC - Proliferation of Academic Computing was developed and accepted as a blueprint for integrating computer usage into all academic disciplines.

9. Began preparing specifications for a Human Resources/ Personnel system.

10. During 1983-84 academic year, fifteen IBM personal computers and software packages were purchased to support academic programs in the Sydney Lewis School of Business Administration.

11. During the 1984-85 academic year twenty-six Xerox personal computers with software packages were purchased. We also purchased seven Xerox Memorywriter typewriters and one Xerox Word Processor.

12. One faculty member, Mrs. Ruth Epps is attending Virginia Commonwealth University for the Ph. D. degree in Accounting. Her studies have been funded by Title III program since the 1983/84 academic year.

The expansion of academic and administrative computing at Virginia Union University has received excellent performance evaluations from Mr. George Stokes, Title III external evaluator.

In summary, Title III support has made it possible for Virginia Union to offer a better quality of education to its students and to assist its managers in making efficient and effective decisions.

West Virginia State College, Institute, W.VA, Title III Success Stories

RECEIVED SEP 17 1985

WEST VIRGINIA STATE COLLEGE
Institute, West Virginia
25112

Office of the President

September 11, 1985

Dr. Samuel L. Myers, President
National Association for Equal
  Opportunity in Higher Education
2243 Wisconsin Avenue, N.W.
Washington, D.C. 20007

Dear Dr. Myers:

This letter is written in response to your memorandum of August 20, 1985 relating to the impact of the Title III program upon historically Black colleges and universities. Because of this program fundamental and significant improvements have been made in the curricular offerings and the administrative procedures at West Virginia State College. It became obvious several years ago that our College was obligated to upgrade its instructional programs to include strong offerings in basic computer technology. Since there were no funds to purchase the needed hardware and to hire appropriate personnel, our institution applied for and received Title III funding.

With Title III funds the College has been able to initiate successful programs of instruction in English and mathematics for disadvantaged students, equip computer instructional facilities with Apple and IBM microcomputers capable of serving 300 students on a daily basis, strengthen its program of general studies, automate its library, computerize its financial accounting system, and strengthen its procedures for managing the institution. Significant progress has been made also in strengthening our offerings in science, notably by integrating certain courses in chemistry, biology and physics and by creating curricular offerings with a strong component of molecular biology.

Within the past two years the College has installed a 4.6 meter and a 3.1 meter satellite receiver that allows 24-hour recording and playback of programming which now exists on SATCOM 3R and other satellites currently in earth orbit. Academic programs have been significantly enriched by these acquisitions. Further, the College, with Title III funds, has been able to purchase more than 150 computer terminals in fulfillment of grant objectives.

Dr. Samuel Myers
September 11, 1985
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To initiate the above, a substantial outlay of funds was necessary. Such funds would not have been available were it not for the assistance received from Title III. It is my strong belief, therefore, that every effort should be made for the continuation of Title III programs so that historically Black colleges and universities may have available to them, on a continuing basis, funds to initiate new and innovative instructional programs. The achievements of Black Colleges have been legion, and the need for their existence is unquestioned. Title III funding can foster assurance that these fine institutions will continue to provide for their students a quality education for the betterment of themselves, their respective communities, and their country.

Sincerely,

Thomas W. Cole, Jr.

Thomas W. Cole, Jr.
President

C/f

JACKSON STATE UNIVERSITY'S POSTION REGARDING TITLE III AND HISTORICALLY BLACK COLLEGES AND UNIVERSITIES

APPENDIX B

to

Addendum

to

Testimony
(Dated July 30, 1985)

of

Dr. Elias Blake, Jr.

President, Clark College, Atlanta, GA

for

The National Association for Equal Opportunity in Higher Education

before the

House Committee on Education and Labor
Subcommittee on Postsecondary Education

on

September 19, 1985

on the

Reauthorization of the Higher Education Act of 1965, As Amended

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A JUSTIFICATION FOR CONTINUED SUPPORT OF HISTORICALLY BLACK COLLEGES AND UNIVERSITIES BY TITLE III OF THE HIGHER EDUCATION ACT OF 1965

Historically black colleges and universities (HBCUs), without a doubt, have made and continue to make a substantial contribution to building a stronger and greater society. The 1984-85 membership roster of the National Association for Equal Opportunity in Higher Education lists 114 HBCUs. The 114 schools are comprised of 2-year, 4-year, graduate, and professional schools located in 15 southern states, 4 northern states, 1 midwestern state, the District of Columbia, and the Virgin Islands.

According to NAFEO information sources, these HBCUs enroll upwards of 200,000 students and graduate more than 30,000 students annually. Since 1966, the HBCUs have awarded more than a quarter of a million degrees. In order to sustain this valuable contribution to higher education, HBCUs, now more than ever, are in need of funds for strengthening their development, maximizing their economic opportunities, and improving their delivery systems.

HBCUs have unique problems with which to contend. The increasing problem of erosion of faculty to traditionally white institutions is unique to HBCUs, as some faculty members seek positions with more prestige, higher pay, and better working conditions. Many of the better qualified students, too, are entering the traditionally white colleges and universities. The historical underfunding of HBCUs remains a serious problem. As pointed out by Sterling J. Henry, development problems on HBCU campuses are different from those on traditionally white campuses, as HBCUs often lack wealthy alumni who can make substantial donations toward support of institutions.[1] These problems are some of the reasons why HBCUs should be looked upon favorably by those with responsibility for providing for support of the nation's higher education resources.

When Representative Edith Greene first proposed support for developing institutions, she envisioned the support primarily as a vehicle for "strengthening Negro colleges in the South."[2] Public Law 89-329 provided for an "institutional support program to strengthen developing colleges through funding programs in faculty development, curriculum improvement, administrative improvement, and student services." The most recent legislation, Public Law 96-374, enacted in 1980, supported grants "to improve the academic quality, institutional management, and fiscal stability of eligible institutions in order to increase their self sufficency and strengthen their capacity to make a substantial contribution to the higher education resources of the Nation."

The majority of HBCUs have not reached the stage of self sufficiency. They continue to have some of the characteristics described in 1975 as common to developing institutions. For the majority of HBCUs, it is still applicable to say that:

1. They are smaller and poorer than developed colleges, and they have limited ability to attract students, engage outstanding faculty, and offer diverse curricula.
2. They have small endowments with only limited outside resources to turn to for gifts and grants.
3. They are serving large numbers of low income and minority students who generally have weak academic backgrounds. To assist in providing a successful educational experience for these students, developing institutions must offer remedial education, revised curricula, counseling and guidance and other special services. These special services are very costly and compound the financial burdens faced by these colleges. Yet, their tuition charges are substantially lower than those of their more prestigious counterparts.

4. The faculty and administrators of developing institutions are characterized by a need for considerable technical assistance.

5. Developing institutions are characterized by a need to better articulate the advantages of the educational environment that they have to offer to prospective students.[3]

In 1966, when the initial legislation was enacted, HBCUs received 60 percent of the funds allocated for the Title III program. By 1984, the HBCU share of the funds had shrunk by nearly half to about 35 percent. The available funds were awarded to 86 of the 114 schools.[4]

Just two years from now, nearly 80 percent of the colleges and universities which have contributed so much to the higher education resources of the nation will be ineligible to participate in the Title III program at all. These institutions which have produced more black doctors, more black lawyers, more black educators, in short, more opportunities for upward mobility for Blacks than any other institutions in the nation will no longer be eligible to share in Title III funds. Yet, some of the same needs that existed at the inception of the Title III program still exist today. It goes without saying that two decades of minimal funding cannot erase the inequities caused by a century of underfunding.

Other, more pervasive problems are now severely hampering the efforts of HBCUs to become self-sufficient. Today, even more so than ten years ago, HBCUs are being threathened by serious financial problems resulting from rising utility costs, the lingering effects of the recent long-term inflation spiral, and recurring recessions. Inadequate resources have made the problems resulting from these conditions even more severe.

HBCUs are faced with a continued need to provide remedial programs for a growing number of poorly prepared entering freshmen and, at the same time, to respond to public demands for more quality and excellence in higher education. In order to successfully meet the challenges of this dilemma, HBCUs continue to need external support.

HBCUs need to continue to provide imaginative, new approaches to the instructional, research, and service needs of the country. The institutions need to develop new ways to assist in solving the problems of the poor -- a segment of American society which they are singularly well qualified to serve.

[When considering the economic and human benefits to be gained from a quality education by both the student and the general public, it becomes obvious that the gains to be derived from continued assistance toward developing quality institutions outweigh any savings anticipated from discontinuance of support. To paraphrase John Adams, on whose foresight many of our American ideals are based, "Laws for the liberal education of youth," especially those from underprivileged backgrounds, "are so extremely wise and useful that to a humane and generous mind no expense for this purpose would be thought extravagant."[5]

HBCUs are comitted to seeking funds from other sources, and both faculty and staff are encouraged to do so. But competing for grants is increasingly difficult for faculty members at historically black colleges and universities. This point can be illustrated rather dramatically by an article that appeared in the September 4, 1985, issue of the Chronicle of Higher Education. According to the article, in fiscal 1985:

1. The Fund for the Improvement of Postsecondary Education received 2,028 applications and made 60 grants.

2. The Education Department's international program received 614 applications and made 222 grants.
3. The National Institutes of Health received 16,859 applications and made 5,493 grants.
4. The National Science Foundation received 37,985 applications and made 13,626 grants.
5. The Women's Education Equity Program received 470 applications and expects to make 40 to 60 grants.

The bottom line is that only a few applicants for grants become recipients. The typical faculty member at an HBCU is teaching from 12-15 hours to students with varied needs. Some of the students require an inordinate amount of the faculty member's time for academic and personal counseling. The faculty member's teaching load precludes opportunities to sharpen his or her research skills or to conduct the kind of creative, high-calibre research that attracts external support. HBCUs often do not have funds available to provide release time for faculty research. In addition to a heavy teaching load, the faculty member must serve on committees and must provide public service to the surrounding communities.

I do not wish to indicate that the HBCUs have made no progress. They have. Many are considerably more developed than they were when the Title III programs started. Faculties have been strengthened, more modern instructional equipment is available, administrative services have been improved, and student services have been strengthened. At one school, for example, a strong, well-equipped computer science program with over 300 majors has grown out of a program that just four years prior had 9 keypunch machines and 6 terminals to serve 450 majors and about 400 faculty members and administrators.[6] Heavy workloads notwithstanding, some faculty members have acquired grants. HBCUs have begun to establish endowments; and some are making progress toward involvement in international development, as reported in recent NAFEO publications. Many success stories can be cited.

What I do wish to say is that the goal of self-sufficiency has not been achieved at most HBCUs. Computer science, business, and other technical and scientific areas cannot pay the salaries needed to compete with more developed institutions for highly trained faculty members. Lack of qualified faculty hampers accreditation efforts. Building and facilities maintenance, library development, and faculty development are recurring problems at HBCUs.

Historically black colleges and universities will continue to attract students who want to continue their education in the kind of environment that the HBCU offers. This, I believe, is a compliment to the diverse educational system of the nation. It is a traditional belief that paying for education is an investment in a renewable human resource. As stated in an excerpt from a report of the Carnegie Council on Policy Studies in Higher Education:

> Higher education in the United States is a great national resource that has been preserved by the generally thoughtful care of the surrounding society and the devotion of many of its participants.
>
> In our tendency to criticize and even berate, we sometimes forget how fortunate we are. Much has been accomplished for individual Americans and for American Society, yet there is still some unfinished business.[7]

The Federal government has a major role in maintaining the capacity of HBCUs to address the unfinished business of higher education. HBCUs are making worthwhile contributions toward achieving the goal of universal access. They enroll more than 25 percent of all black college students, and they confer a disproportionately large number of degrees received by black students. With continued opportunities for federal support, students who choose to study at HBCUs can have the same opportunities that are available to students at the developed institutions. "Humane and generous minds" can make these opportunities possible.

BIBLIOGRAPHIC NOTES

1. Chronicle of Higher Education, July 24, 1985, p. 12.
2. Ibid.
3. From "A Review of the First Ten Years of Title III," a mimeographed report distributed by the U.S. Office of Education staff at a Title III meeting held in 1975.
4. Chronicle of Higher Education, July 24, 1985, p. 12.
5. Quoted in The Past, Present and Future of American Higher Education, edited by Judith L. Schaubert. Washington, D.C.: Society for College and University Planning, 1976, p. 24. (The original statement by Adams was "Of the lower class of people.")
6. A reference to the computer science program at Jackson State University. The information appears in the "Summary Report on the Development of an Instructional Computing Capability at Jackson State University."
7. Chronicle of Higher Education, January 28, 1980, p. 12.

Mr. FORD. Thank you. Mr. Tom Allen.

STATEMENT OF TOM ALLEN, OGLALA COLLEGE FOR THE AMERICAN INDIAN HIGHER EDUCATION CONSORTIUM

Mr. ALLEN. Thank you, Mr. Chairman.

I would like to introduce before I begin, Ms. Cheryl Crazy Bull, who is the title III planning officer from Sinte Gleska College on the Rosebud Reservation in South Dakota.

My name is Tom Allen. I am the title III coordinator from Oglala Lakota College on the Pine Ridge Reservation in South Dakota.

I would also like to acknowledge at this time Mr. John Forqinbrock who is the acting executive director of the American Indian Higher Education Consortium, and also Mr. Virgil Killstraight who is not going to testify but was on our board of trustees for 13 years. He is just catching a ride to the airport but he is in the audience.

We are representing the American Indian Higher Education Consortium which is 20 tribally controlled colleges on reservations throughout this country. None of the colleges is over 15 years old. We thank you for this opportunity on behalf of Ms. Geneen Windy Boy who is president of AIHEC and who could not be here because she is opening up Little Big Horn College's school year this year.

And at our colleges, which are small, the president sometimes has to help register students, et cetera.

I apologize for having no tie on. After 12 years of Catholic school and wearing a tie from kindergarten through 12th grade, whenever I put a tie on I get a rash, so I apologize.

We believe that tribal colleges fit the purposes of title III in every way. We feel we are the most truly developing and serve the most nontraditional student body of any schools in the country, perhaps the world. People are talking about first generation college students—we are talking about, in a lot of cases, first generation high school graduates, or even eighth grade graduates.

We do support the historically black colleges , in the statement that Dr. Blake just made, in every way. We feel we are also unique and we do support them.

We support the Hawkins-Simon approach and, in fact, I would quote from H.R. 2907—I am sorry Congressman Hawkins left, but I wasn't doing that because he was here, but I had this in my presentation. Native American students are the most grossly underrepresented of all American minorities in higher education, constituting one-half of 1 percent of all students. So we do support his approach.

I would like to use my college, Oglala Lakota College, to further back up my statement above. First of all, we are not just developing a college at Pine Ridge. We are developing a whole society, or a tribe. The statistics in our testimony, which I will not reiterate—you can read them, I hope—back this up. The 1980 census shows Shannon County, where we are located, as the poorest county in this country. We have a 72-percent unemployment rate; a suicide rate three times higher than the rest of the population; less than 20 percent of our people have completed high school; less than 50 percent have completed grade school; less than 1 percent have completed college.

In the midst of these dismal figures, we have something that we are accomplishing. In the 15 years since the college has begun, the college's accomplishments include 1248 GED graduates, which took care of high school dropouts; 306 associate graduates; 22 bachelor's degree graduates—since the programs we have only since 1978, so that number is small. We had 11 bachelor's graduates this year.

So we are making accomplishments with students, as Dr. Blake said, who have not traditionally gone to sometimes even high school.

In terms of a developing college, we are 14 years old, 40 percent of our students are GED graduates; our average student age is 29, with our youngest student being 15, our oldest being 73. We have increased our tention rate of students from 51 to 71 percent, while 80 percent of the students who go off the reservation to college quit in the first year.

Ninety percent of our students are Indian. We are one of only 20 colleges in the country who have an all-Indian board of trustees.

We were recently accredited 2 years ago by the North Central Association. So we feel in every way we are developing, and you can read some of our other backups for this in our testimony.

Title III has played a vital role in this. Title III has helped us with curriculum development in terms of setting up an archives so that we could set up a Lakota studies program. They have helped us develop a 4-year degree in human services. They have helped us develop a 4-year degree in business. They have helped us improve our management systems by computerizing the registrar's office. They have helped us improve fiscal management by computerizing payroll bookkeeping student funds, et cetera.

They are also right now helping us set up a resource development capability. Right now we are 98 percent dependent on the Federal Government. We do not like that situation. We want the Federal Government to live up to their historic responsibilities to Indian people containing treaties. But we would like to at least have at least 50 percent or even more of our funding come from non-Federal sources down the road. Title III is helping us in doing that.

In terms of this, I guess we would like to go into just real quickly our recommendations. Again, AIHEC basically supports the Hawkins-Simon approach. One question we are very concerned about is eligibility. A lot of our schools' size has kept the people from applying. They have under a hundred FTE, which in some cases some people say, well, if they have under a hundred FTE, you know, we can't consider them. Although looking at reservations as a whole, this should be taken into account and we feel that size should not be an eligibility criteria.

Also, our low costs and lack of boarding people—in other words, we are basically a college in the community, a commuter college, I guess you could call it, although a lot of our people walk to school, not commute. So that the title III student aid formulas as they stand now are a detriment to some of our colleges being made eligible.

So we would like to submit that any school eligible for the Tribally Controlled Community College Act, Public Law 98-192, be eligible for title III. Again, this only deals with 20 colleges.

We also ask for a set-aside. Our set-aside was 2.5 percent. We would like to see that the Hawkins-Simon approach says 5 percent. We will not argue with that, although our figures in coming up with the 2.5 percent was approximately 5 million, which is also in the Hawkins-Simon bill.

We also are very concerned about the endowment. Our hopes for the future are an endowment. We do not want to allow the Bureau of Indian Affairs to make our Tribally Controlled Community College endowment mutually exclusive of the title III endowment. We need any endowment we can get and we feel that it is not a duplication of Federal funds to help us get the endowment.

I was happy to see the administration talking about endowment. Again, I would like to see their specifics in terms of putting this into practice.

We would like a waiver of nonrenewable. We have a 5-year nonrenewable at Oglala Lakota College. The reason we have a 5-year and not a 7-year is that even though we had a 7-year long-range plan, my imagination and conceptualizing skills played out when I was writing the proposal and I could not think of anything after 5 years in terms of writing the proposal.

But even if we did have a 7-year nonrenewable, 7 years is not enough time to deal with the problems as they are present. Again, I don't have a total solution at this time into how you set a graduation date. I would just like to say, has anybody ever proposed putting a time limit on the Army, Navy, or Marines?

Lastly, this does not have to do with title III, but we recommend reauthorization of the Tribal Community College bill, Public Law 98-192, as part of the Higher Education Reauthorization bill. Public Law 98-192 was reauthorized 2 years ago and it is due to run out again in 1987. The Bureau of Indian Affairs has still not submitted regulations to either the Congress or to us for review. And by the time we get those regulations it will be time for reauthorization again. We would like not to have to go through the reauthorization process again. We feel the bill basically is good. We have a few amendments we would like to make but we would like to have that bill reauthorized as part of the Higher Education Act.

At this time I would like to turn it over to Ms. Crazy Bull. I am sorry I sounded like the Federal Express man but we have a plane to catch and I will turn it over to Ms. Crazy Bull.

Ms. CRAZY BULL. Thank you, Tom.

Mr. Chairman, other members of the committee, I would like to thank you for this opportunity to be here. This is my first time in Washington, DC, and my first time giving such testimony. I can go back and say that it took a long time. I was a little bit surprised—similar to kind of some of our tribal council operations, I might point out.

Sinte Gleska College is in its fourth year of a 5-year grant under title III. And as a title III planning officer, which I have been for the last year and a half, I have been able to watch firsthand some of the accomplishments that title III has helped Sinte Gleska College do on the Rosebud Reservation.

Many of the characteristics which Tom pointed out about the Pine Ridge Reservation are very similar to those of Sinte Gleska College's Reservation, the Rosebud. We are one of the top 10 poorest counties in the United States. Also, we have an 85-percent unemployment rate.

I can say that Sinte Gleska College probably represents some of the most hope for people, Lakota people and Indian people, throughout the United States, and that the American Indian Higher Education Consortium has been a leader in Indian education throughout this country.

I would like very much to point out to the committee that these are all very much developing institutions. A 15-year-old college like Sinte Gleska College which has accomplished what it has today I believe deserves recognition from outside people as to how much it has been able to do given its short history. And a program like title III, which is assisting a developing institution, has been able to provide a lot of that support.

I would also like to point out that in 1981 the Research Triangle Institute evaluated title III programs throughout the United States, including Sinte Gleska College, and said, I quote, that "Sinte Gleska College has a unique program that is responsive to the educational needs of the Sicangu people." Pretty much recognition that Sinte Gleska College was accomplishing what title III intended it to do.

I am particularly concerned as a planning officer about the need for waiver of four institutions who currently have nonrenewable grants. Sinte Gleska College, for example, we have a career resources component in our Title III Program that is very important in the identification of placement for students. If we did not have title III our limited institutional funds would not permit us to address that very vital need.

Other examples, institutional planning, frankly, if title III were not there, Sinte Gleska College would not have someone like myself who is there gathering resources and helping the institution to identify the direction that it wanted to take. Those kinds of positions are just not available to an institution like Sinte Gleska College unless there is some outside support for it.

I would also like to reiterate on behalf of our development officer, what Tom mentioned earlier about our concerns about eligibility for endowment. You are talking a per capita income of about $1,600 per person on the Rosebud Reservation. Our Pell grant award amounts are low because our tuition costs have to be low in order for people to go to school at our college. We also do not have dorms. We do not have boarding students.

It's a catch 22 for tribal colleges because there's very much in need for an endowment, very much in need for support in that kind of area. But we can't get it, because the eligibility criteria prevents us from doing so. So we very much feel that eligibility should be based perhaps on something such as the number of students—I think like 90 percent of our students get Pell grants even though the amount of the award may not be high.

The 192 set-aside—eligibility being based on that, I think, is very important. Historically, Indian organizations have not had the management skills by which they can identify and take advantage of money that the Federal Government might have available to it. A program such as a set-aside in title III or any other program insures that those institutions have that opportunity to participate, insures that those institutions will then achieve all of the various kinds of accomplishments that they have.

Title III has helped Sinte Gleska College do all of the things that it is currently doing. And as a member of the Rosebud Sioux Tribe and a lifelong resident of that reservation, I would like to say that I think that the accomplishments that Sinte Gleska College have represent, I guess, the hope that the Indian people throughout the Nation have; and that without support from a program like title III, much of that kind of hopefulness is diminished.

I would also like to invite members of the committee to come out and visit the Pine Ridge and Rosebud Reservations. We are very closely located to each other, within 100 miles. We would welcome any persons coming to visit. I think that if you see what we are doing, the limited resources that we have, it may change your view about what education does for people.

Thank you.

Tom and I are going to leave in about 5 minutes because we do really have flights to catch.

[The prepared statement of Tom Allen follows:]

PREPARED STATEMENT OF TOM ALLEN, OGLALA LAKOTA COLLEGE ON BEHALF OF THE AMERICAN INDIAN HIGHER EDUCATION CONSORTIUM

Mr. Chairman and members of the Sub-committee, my name is Tom Allen. I am Title III Program Coordiantor and Director of Institutional Development at Oglala Lakota College on the Pine Ridge Indian Reservation in South Dakota. Oglala Lakota College is a charter member of the American Indian Higher Education Consortium, and our President, Elgin Badwound, is a former President of the Consortium. I would like to thank you for the opportunity to present written testimony on the reauthorization of the Higher Education Act, especially Title III Institutional Aid. I express the regret of President Badwound who was not able to be here because of budgetary constraints and prior commitments. Our testimony today is on behalf of Oglala Lakota College which has a five year Strengthening grant under Ttile III and also on behalf of the American Indian Higher Education Consortium whose recommendations to the Sub-committee on April 29th we fully support.

For purposes of clarity and brevity we have organized our testimony as follows:

A. Background
B. Need
C. Recommendations
D. Summary

A. Background

Oglala Lakota College was chartered by the Oglala Sioux Tribe in 1971 to coordinate all higher education on the Pine Ridge Reservation in southwestern South Dakota. Pine Ridge is the second largest reservation in area (7,000 sq. miles) and population (18,397). It does not have the mineral resources of some other reservations or the location close to a metropolitan area so that it is one of the most economically depressed. In fact the 1980 U.S. Census cites Shannon County (which makes up the largest part of the reservation's area) as the poorest county in the country (per capita income $2,637). Other statistics complete a bleak picture:

-47% of the reservation's families live below the poverty level (1985 U.S. Statistical Abstract)
-72% unemployment rate (Bureau of Indian Affirs, 1984)
-infant death rate 3 times higher and tuberculosis rate 8 times higher than other Americans (IHS)
-suicide rate 3 times higher than the rest of the population (IHS)
-54% of the housing units are sub-standard (Housing Assistance Council, 1985)
-less than 20% have completed high school (SD Dept. of Ed., 1978)
-less than 50% have completed grade school (SD Dept. of Ed., 1978)
-less than 1% have completed College (SD Dept. of Ed., 1978)

In the midst of these dismal figures, there is a ray of hope.. Oglala Lakota College provides this hope by fulfilling its purposes of providing trained human resources for the Oglala Sioux Tribe, presenting the Lakota view in all areas of instruction, assisting people to become active, productive members of thier community and Tribe, maintaining high academic standards as well as accessibility to the reservation people and assisting the Tribe and communities with development needs, especially economic.

The College's accomplishments include:

-1,248 GED graduates (High School Equivalency)since 1972
-306 Associates degree graduates since 1974

-22 Bachelor's degree graduates since 1983

-140 vocational education certificate graduates since 1978

-91% of OLC's graduates are employed on the reservation and 7% are continuing their education

-OLC is only one of two Police Academies certified by BIA in the U.S.

It is truly a developing institution in every sense of the word:

-Organizational Age: 14 years (chartered 1971)

-Non-traditional Student Body:

- -40% of the college students are GED graduates
- -average student age is 29
- -80% of Indian students who go off the reservation to college quit in the 1st year whereas OLC retains over 71% of its students
- -90% of OLC students are Indian

-Reservation Based/Indian controlled

- -one of only 20 colleges in the country on a reservation
- -the 12 member Board of Trustees is made up totally of Oglala Sioux Tribal members
- -74% of the staff are Oglala Sioux Tribal members

-Recently Accredited

- -OLC received accreditation at the Bachelor's degree level from the North Central Association of Colleges and Schools in June, 1963
- -OLC received certification of its BS in Elementary Education from the South Dakota Department of Elementary and Secondary Education in the Spring of 1985

-Retention

- -the College's retention rate for its predominantly high risk student body has gone from 51% in Fall, 1982 to 71% in Fall, 1984.

-Enrollment

- -total college level enrollment has gone from 319 in Fall, 1978 to 843 in Spring, 1985. (+164%)
- -full time equivalent (FTE) enrollment has gone from 285 in Fall, 1978 to 582 in Spring, 1985.
- -Oglala Lakota College was one of only three colleges in South Dakota to grow in enrollment in 1984-85 (one of the others was Sinte Gleska)
- -the College's FTE went up 14% from 1983 to 1984 vs. .3% for institutions, nationwide (AACJC)
- -Enrollment went up 16% in 1984-85

-New Programs

- -established as official Tribal Archives in 1983
- -Began Associate of Applied Science degrees in carpentry, media, agriculture, computers, electrical maintenance, and secretarial in 1983-84
- -implemented Bachelors of Science in Human Services (with majors in Criminal Justice, Early Childhood, Social Work) in 1984-85.
- -Assisted the Tribe with its first 5 year plan in 1984.
- -Developed a B.S. in Business Administration (with majors in Tribal Management or Small Business) in 1984-85.
- -Established the Tokatakiya Institute for Reservation Research and Development in 1985.

All of these developments were aided by the Title III Institutional Aid program through a five year Strengthening Program which began in 1982-83. Activities under the program include:

-Curriculum Development

    -setting up the archives for research in Lakota Studies
    -improving Lakota Studies curriculum

-Academic Program Improvement

    -setting up a developmental education program to bring students to college level skills
    -developing the Human Services Bachelor's degree
    -developing the Business Bachelor's degree

-Management Systems Improvement

    -computerizing the Registrar's office and setting up a student information system
    -computerizing the Financial Aid Office

-Fiscal Systems Improvement

    -computerizing payroll, bookkeeping, students funds, accounts receivable and property records

-Resource Development Capability

    -setting up preliminary files and systems for a development office
    -developing a budget allocation model
    -doing a development plan
    -implementing a staff development process
    -implementing an active recruitment process

With all these accomplishments, improvements and new programs, Oglala Lakota College still has many developmental needs and financial needs.

B. Needs

The basic problem is that although OLC's enrollment has gone up 77% since 1981, the budget has gone down. Reasons for this include:

a. PL 98-192 (Tribally Controlled Community College Act) formula

PL 98-192 provides a per FTE amount for base funding similar to a state allocation to a state college. Because appropriations have not kept pace with expanding enrollments, AIHEC schools have gone from $3,000 per Indian FTE in 1981 to $2,436 per Indian FTE in 1985. According to the National Institution of Education only four states provide less than $2,436 per FTE to their colleges.

b. Cutbacks in Discretionary Money

With the Reagan administration's emphasis on budget cutting discretionary money has gone down, programs have been cut out and competition has become more intense for the programs that are still existing. OLC's revenue from discretionary or competitive programs has gone from $1,000,000 and 8 programs in 1981 to an estimated $630,000 and 2 programs in 1986.

Coupled with the uncertainty of funding because of the appropriations process and restrictions of the use of federal funds, these conditions have caused budget crises at OLC for the past two years. These crises involved a series of budget cutting meetings and measures, slowing down of new development and a month lay off of non-faculty which translates to a 7% pay cut.

The college realizes it needs to diversify its funding sources to include the private sector if it is going to meet the many needs that still exist and to maintain academic quality. Title III funding, although less than half of what was originally requested in terms of the long-range plan for self-sufficiency has been a major support of OLC's development over the past three years. In order to move into the private sector, the College will need Title III support for at least five more years. Even more in need of the support are the 10 AIHEC schools who are ineligible for Title III support.

Recommendations

The recommendations we are making are the same five recommendations submitted by the American Indian Higher Education Consortium to this Committee in a letter dated April 29, 1985. These recommendations are appended to this testimony but we will deal with each briefly:

1. Make any institution eligible for funding under PL 98-192 eligible for Title III

   Because of minimum enrollment requirements and the Pell based formula, 10 of the 20 AIHEC schools are ineligible for Title III and some of the others barely make it. Since AIHEC schools have over 90% of their students eligible for Pell, over 90% are Indian and a large percentage would be classified as disadvantaged, of all the schools that Title III is supposed to help, AIHEC schools are surely some of the most in line with the purposes of the bill.

2. Make a 2.5% set aside for AIHEC schools and schools enrolling over 75% Indians

   We request this set aside because all of the AIHEC schools are relatively small and many less than 10 years old and would have trouble competing with some of the larger or older universities.

We also request that this set aside be in part A if parts A & B are kept. This is because the matching requirement of Part B is a severe hardship on reservations where there is little or no private sector. This translates into about 5 million dollars a year for about 25 eligible colleges. The money would still be competitive, but on a smaller scale.

3. Make a 2.5% set of endowment monies for AIHEC schools and schools enrolling over 75% Indians

This set aside is even more necessary than the set aside in #2 since AIHEC Colleges do not even come close to reaching the threshold of funding for the Title III endowment even though they have a desperate need of endowment seed money because the lack of a large private sector and the presence of virtually no large corporations.

4. Do not make PL 98-192 Endowment funds mutually exclusive of Title III endowment funds

We fear that the BIA will not put any, or enough, money in the PL 98-192 endowment program but that fears of double funding will be raised. We therefore suggest putting in language that would not allow a college to get both in the same year, but could receive any combination of the two twice in five years.

Actually we would like a straight endowment for AIHEC schools similar to that which Congress gave to Howard University in October, 1984 as part of PL 98-480. This included a basic appropriation of two million dollars which Howard receives as it matches it. The appropriation is available until expended.

5. Waiver of non-renewable grants for AIHEC Colleges

There are five AIHEC Colleges who currently have non-renewable grants. We realize this is an issue with all Title III schools but we feel it is especially relevant for AIHEC schools because of their relative youth, their many needs to achieve self-sufficiency and their lack of resources that many other colleges have.

American Indian Higher Education Consortium

Suggested Amendments to Title III of the Higher Education Act

Existing Law Reference	Suggested Amendments	Rationale
Definitions Sec. 312 (2) Eligibility and Definitions Sec. 322 (2) Eligibility	Add (C) any institution that is deemed eligible for funding under Title I of Public Law 98-192. (Reauthorization of the Tribally Controlled Community College Act.)	Ten AIHEC colleges received funding under Title III in the past, but ten others were ineligible primarily because of minimum enrollment requirements or the Pell award based formula. We do not wish to have Title III opened up to colleges that are not developing but this amendment would affect 10 colleges at this time and possibly 10 or 15 in the future. All the AIHEC colleges are truly developing and have the needs described in Sec 311 (a) and (b) and 321 (a) and (b). One key problem with the Pell award based formula is that some of the institutions were not administering their own Pell programs during the base year. Another key problem is that using the relative amount of Pell discriminates because AIHEC colleges usually do not have dorms and have low tuition because of low income students. All AIHEC schools have at least 90% of their students eligible for Pell under the income guidelines but award amounts are not high. Of the 10 institutions that received Title III most barely made the eligibility criteria.
Authorizations Sec 347 (Set aside)	Add (f) The Secretary shall assure that the amount available for Indian colleges, either a) eligible for PL 98-192 or b) enrolling over 75 per centum Indian students-under the law be at least 2.5 per centum of the total appropriation.	Looking at the appropriations over the past few years this set aside would assure at least 5 or 6 million dollars per year (25 colleges at an average of $200,000 grant). We did not break into parts A and B since we are not sure of their future. We included (b) since there are a few Indian colleges not eligible for 98-192 or in AIHEC, e.g., Haskell, SIPI, Flaming Rainbow. We are pretty sure there are not more than 5 besides the 20 98-192 schools. If parts A and B still remain in the new law Indian colleges would prefer a set aside under Part A since non-federal resources are scarce on reservations and it is hard to come up with the match required by Part B.

Existing Law Reference	Suggested Amendments	Rationale
Endowment Set Aside 628.33	Add: The Secretary shall assume that the amount available for Indian colleges, either: a) eligible for PL 98-142 or b) enrolling over 75 per centum Indian students-under the law be at least 2.5 per centum of the total appropriation for endowment.	Indian Colleges are, in effect, a Federal College system similar to Howard University. It makes sense for the government to try to assist Indian colleges to develop endowments to lessen dependence on Federal dollars. Just recently as part of PL 98-480 the Congress gave Howard University a 2 million dollar start on an endowment. Under the present criteria and black college set asides Indian colleges have little or no chance of being funded under the endowment.
Endowment Compatibility with PL 98-192 Endowment Sab A 628.4	Add (d) For purposes of this part PL 98-192 Endowment monies shall be treated the same as Title III Endowment monies in respect with (a)(b) and (c).	To stop the cries of so called double funding, the rules of funding for the Title III Indian endowment set aside could follow (a)(b)(c) so that a college could not receive both in one year but could receive any combination of the two, twice in five years.
Endowment (34CFR624 & 628) Eligibility 34CFR627.2	Add (e) Any institution that is deemed eligible for funding under Title I of Public Law 98-192 (Reauthorization of the Tribally Controlled Community College Act)	The same problems of eligibility apply as mentioned in the rationale on eligibility for parts A and B above.

Existing Law Reference	Suggested Amendments	Rationale
Renewal of Non-renewable Duration of Grant Sec 313	Add (b)(1) A waiver of this rule can be granted for Indian Colleges (as per above definitions) if they can show that there are still substantial portions of their Long Range Plans (submitted with the initial application) that need to be completed for self-sufficiency. The Secretary can issue a new grant or renew the current grant for up to 5 years.	Indian colleges have been called the only truly (developing) institutions in this country. Most Indian colleges are under 15 years old and, as such, have [illegible] more developmental needs than older, established institutions. Since Indian colleges are predominantly federally funded, it is of advantage to the government to assist them to strengthen themselves as well as to progress toward self-sufficiency. We view the basic funding of Indian colleges under PL 98-192 an analogous to basic State funding of State colleges. Title III is development money and just as it goes to many state schools, it should go to Indian colleges without the erroneous notion of double funding being mentioned.

Mr. FORD. Thank you.

You have testified for H.R. 2907. The only reference to your schools would be in a section that reads, not less than 5 million or 5 percent, whichever is greater, for Native American, Native Alaskan, or Aleut institutions as defined in section 312(2)(d), which means a majority of students of that population.

You said that you get 2½ percent now, set aside.

Mr. ALLEN. No, I said that in our testimony we were recommending 2½ percent.

Ms. CRAZY BULL. It comes to about the same total dollar figure of approximately $5 million.

Mr. ALLEN. Yes, but our 2½ percent was based on the total appropriations of title III.

Mr. FORD. That would be just for your 20 schools.

Ms. CRAZY BULL. Beg your pardon?

Mr. FORD. That 2½ percent, as you contemplated in your testimony, would be for your 20 schools.

Mr. ALLEN. Yes, so the 5 percent would include the, I think it only——

Mr. FORD. Five percent is not for the 20 schools.

Ms. CRAZY BULL. In addition to—the AIHEC Consortium makes up most of the tribal colleges in the United States, which have an Indian population of over——

Mr. FORD. Five percent set-aside in this bill is not for tribally controlled colleges.

Ms. CRAZY BULL. I am addressing that if you—the other colleges which have predominantly Indian populations include like Flaming Rainbow University in Oklahoma, Haskell Institute——

Mr. FORD. You are running ahead of me again.

Ms. CRAZY BULL. We included them in our 5-percent set-aside. We are not eliminating them by being a tribal college.

Mr. FORD. You said you liked the 5-percent set-aside in this bill. The 5-percent set-aside is not like your 2½ percent for just the tribally controlled colleges. This is for all of the schools that qualify because of Native American, Native Alaskan, or Aleut populations. I don't know how many that adds to the pot, but have you figured out whether the 5 percent divided that way is more or less than your 2½?

Mr. ALLEN. I was reading from Senate 1328 which I thought was the same as 2907, and if it is not then I made a mistake; 1328 has that the 5 percent, or $5 million, is just for Native American, Native Alaskan, or Aleut institutions. Only about 10 other institutions would be included under the eligibility in that case. And if 2907 is the same, then we have no problem with the 5 percent. There's only about 10 other institutions, I think, that would meet the eligibility.

Mr. FORD. Now, in that section of the bill, there's a reservation of funds for one part of title III—not less than 30 percent to institutions that are junior or community colleges; not less than $15 million, or 20 percent, whichever is greater, for Hispanic institutions; not less than $5 million, or 5 percent, for Native American, Native Alaskan, or Aleut institutions; and not less than $5 million, or 5 percent, for Pacific Basin institutions. The remainder to institutions that plan to award a bachelor's degree during that year.

So this becomes a cap for community colleges, in one sense, of 30 percent. Is it your feeling in supporting the set-asides in the bill that your 5 percent will be on top of the 30 percent for community colleges, making it a total of 35 percent for community colleges?

Mr. **Allen**. Yes, that's the way I read it, that those are mutual exclusive set-asides.

Mr. **Ford**. You have to refer back to the language that defines community college and it clearly defines your community college as well. It doesn't say except tribally controlled community colleges.

So it is not clear to me whether you are supposed to get your 5 percent out of the 30 percent or in addition to the 30 percent.

Your particular schools meet the definition of community college that this section refers to in making the set-aside.

Mr. **Allen**. I was reading it that it would be above—that it wouldn't be counted in the 30 percent. In fact, if you interpret 2 year to mean community college, Sinte Gleska or Oglala Lakota are now accredited at the 4-year level. We are kind of neither fish nor fowl because we have predominantly 2-year programs, but we do have limited accreditation at the 4-year level. So we are still trying to find out where we fit.

But, no, in the 5 percent, we are happy with it if it is not part of the 30. Again, it all depends on the appropriations, et cetera. But the $5 million figure is, we feel, a pretty good figure.

Mr. **Ford**. Well, your institution and hers would no longer qualify for the community college money.

Mr. **Allen**. We would have to investigate that a little more. As I said, we are kind of——

Mr. **Ford**. It says that an institution that does not provide an educational program for which it awards a bachelor's degree or equivalent degree. And you said that since 1983 you have been accredited for a bachelor's degree at your institution.

Mr. **Allen**. Right. We are still in the process of interpreting that, I guess. No; if that was used just the way it said, then there would be a problem. I did not, when I read this, look at us as a community college.

Mr. **Ford**. Would you have a look at it and refer back from the numbers that are on the back sheet to what they are describing, and then write us a communication and tell us how you feel that ought to be divided.

I am not suggesting that the committee is ready to take any kind of set-asides but at least we ought to understand what kind of a set-aside it is that you think you are supporting.

Mr. **Allen**. OK. Definitely we did not mean it in the sense that, you know, you are presenting it. We meant it in the sense that we would be eligible.

Mr. **Ford**. I am not presenting it that way. I am raising what the language of the bill seems to leave open to question.

Mr. **Allen**. OK.

Mr. **Ford**. There's a conflict, in other words.

Mr. **Hayes**. Would the gentleman yield?

Mr. **Ford**. Yes.

Mr. **Hayes**. I understand you have 5 minutes. I want you to understand what the chairman said and submit in writing answers to the questions he raised—I understand you——

Mr. **Ford**. Not now, just write us a note when you get back.

Mr. **Hayes**. Yes; as soon as you get back. I want to see you make your plane.

Also, Ms. Crazy Bull, if you would submit to us a copy of your statement I would appreciate it very much.

Ms. **Crazy Bull**. I ad-libbed it.

Mr. **Ford**. We will provide a copy of the transcript for the gentleman.

Ms. **Crazy Bull**. Thank you.

Mr. **Ford**. You are now in the record for all time.

Ms. **Crazy Bull**. I wanted that experience.

Mr. **Ford**. I might say in the very brief time we have, I thought you said you did not want the Secretary of the Interior to control your endowment money.

Ms. **Crazy Bull**. To make that decision that if we were eligible for title III endowment moneys, that we would not then, therefore, be eligible for endowment moneys under 192, which there is a provision for but no appropriation for yet.

Mr. **Ford**. I find that kind of interesting because I attempted to change the reference in the Indian Community College Act from Secretary of the Interior to Secretary of Education. I was roundly denounced by the representatives of the Indian population who said, no, he is a bum, but he is our bum, we want to stay with Interior.

At that time I raised the point that I grew up reading and hearing about the way the Department of the Interior, Bureau of Indian Affairs, ran education for Indians and never heard anybody in education say that they were anything but inferior, underfunded, understaffed, and poorly run. I was kind of surprised that that occurred.

Now are you telling me that with respect to the allocation of funds, you don't want it to go through the Secretary of the Interior, you want it to come directly from the Secretary of Education?

Mr. **Allen**. No, what we are saying is that the Tribally Controlled Community College Act has an endowment provision. And what is been talked about is that the Tribally Controlled Community College Act—they will try to put language in there saying that if somebody is eligible for title III endowment, that they would not be eligible for the Tribally Controlled Community College Endowment.

We are saying that we want title III to say that this is not mutually exclusive, that we would be eligible for both. There's a long history and we could go on for hours about the Department of the Interior and the relationship to Indian tribes. But what we are saying, we are not saying anything about that issue, at least in this testimony. What we are saying is that we do not want them to be allowed to say that they are mutually exclusive. Anytime that Indian tribes get money under a treaty or a Federal responsibility, or whatever, and any other Federal money comes in, then people always bring up, especially in the Department of the Interior, duplication of funds, which is very rarely brought up in any other groups. So that's what we are addressing.

Again, if we could testify on the——

Mr. **Ford**. I know you have to leave, but I would just like to observe that it's something more than an academic exercise because the money you are talking about on the one hand comes through the appropriations process for the Department of the Interior. The money on the other hand that you are talking about comes through the appropriations process for the Department of Education.

Since we are suffering more restraint for money than the Department of the Interior, that becomes a question of whether we divide in a different way the second pot of money or let you rely for your endowment money on the Department of the Interior's recommendation to the Budget and Appropriations Committees.

Mr. **Allen**. That's what we are saying, that we would like to be eligible for both. We feel, because of the lack of private enterprise on reservations, that we do need both.

A real quick thing on the Secretary of the Interior versus the Department of Education or Secretary of Education, the issue is not either one of those departments, the issue is tribal control. Tribal councils and tribal governments and tribal colleges, even though the dismal record of the Department of the Interior has been attested to, there is a trust responsibility there, and tribes fear any time that things are taken from the Department of the Interior and put into the Department of Education, that they will come under State control.

That is the key issue there. And, again, that's a 2- or 3-hour presentation, but that is the key. It is not arguing over whether the Department of Education is a better manager than the Department of the Interior, which I would say is true—if tribes are moved——

Mr. **Ford**. I don't think you are safe to say that at the moment.

Mr. **Allen**. OK, well, then. you are in trouble. I mean, they are in trouble, I'm sorry. You are the Congress, not the Department of Education, I'm sorry.

But the key issue is tribal control, and tribes are afraid that if the things are moved from—which the Department of the Interior is trying to do at this time—if education is moved from the Department of the Interior to the States, or to the Department of Education, then the States will take over, and tribal control will be totally lost. That is the issue.

Mr. **Ford**. Thank you very much.

Dr. Blake, I would ask you in light of your endorsement of this legislation, it clearly is going to be the most carefully considered——

Dr. **Blake**. Could you speak a little louder, Mr. Chairman?

Mr. **Ford**. The bill that you have endorsed is clearly going to be the most carefully considered centerpiece for whatever we do with title III. If you have looked at these things that I have just raised with respect to how they affect the overall pot of money, there would be under this bill a new part A that combines the old part A's and B's, and that's the part that we are talking about all these set-asides in the bill about.

Part B is directed only at historically black colleges. That's totally separate.

I wonder if you would take the time after you leave today to have a look at how these relate in terms of the impact of one upon the other of these special categories that would be established.

It is always hard to argue about special categories. But if you total up all these special categories, it leaves you wondering who is left.

Dr. **Blake**. Well, you know I was——

Mr. **Ford**. Then we start, well, they ought to have 2½ or 5, or 7½, or 30, I don't really know what the wisdom of doing that is.

Dr. **Blake**. Well, I think that——

Mr. **Ford**. Generally what happens is a set-aside turns out to be a cap, because they sit over there and they say, once we hit that amount, we have satisfied it, we won't look at any more institutions like that, we will take them out of the race. You can have a very well qualified and needy institution, that because it has to fit into a particular category, can't be funded over a less needy institution that is in a category that doesn't have as many institutions that year as identified by whatever the criteria the Secretary has established is.

That's what we were running into when we turn the community college set-aside into a minimum because we found that they used it like a cap, and they said, when they got to that figure, they couldn't give them any more money, so they just quit considering the ones that didn't make the cut when they reached that total.

That's one of the dangers of handing discretion to administrators in any administration. This was a prior administration that we were having this difficulty with.

It is risky to have these kinds of set-asides without having language either directly in the statute or in the report that it makes it very clear that you don't intend that these become caps.

Dr. **Blake**. I would be glad to do that and try to get something back to you in writing because it is interesting that you would ask that because you all were talking, I was just trying to jot down here on a piece of paper the network of set-asides that were beginning to go through my head in the legislation.

But what I would be also interested in trying to look at is some sense of there being some central or major purpose that flow through all of the set asides, that all of the set-asides should be leading to some central or overriding purpose. Of course, my purpose would be institutions who have as their predominant or primary mission dealing with equalizing educational opportunity. Now as a primary or dominant institutional mission, and then you look to try find ways to describe that as the legislation process requires, which is where we get into some of the problems with amount of Pell grants, percentage of Pell grants versus other kinds of characteristics of institutions in addition to the characteristics relating to the population that they serve.

I think in the case of Indian institutions and the case of black institutions, or if there were Hispanic institutions that have that as a dominant purpose, it is rather easy.

I guess my statement is that if we search for that kind of approach, we will find the eligibility pool beginning to become more manageable in terms of the pie that you talk about. Probably there are going to be some schools that are struggling that are not financially stable but who serve the normative high education population that would be forced out of the program by that kind of policy decision.

If that in fact turns out to be true, we would lose some schools but we would have as a residue a program which made some sense from a national policy or national support basis, and a program which also, in terms of the business of developing or graduation, or so on, that the time line then shifts to what is the nature of the problem that this is designed to deal with as opposed to how long the school has been in, is it developed, and should it graduate.

I will get with some of my colleagues and look at that network of set-asides and try to see if we can apply some other principle that makes some sense in terms of there being what you have indicated is a limited pie.

Mr. **Ford**. Let me, if I might, impose a little further on you as the chairman of the Federal Relations Committee of the National Association for Equal Opportunity and Higher Education. If I share with you, we would be glad to make copies before you leave—the letter that I read from the Secretary at the earlier part of the meeting—I don't know if you were here when I read it or not. That's all we know at this point about what they are going to suggest. We don't even know when they are going to write the legislation.

In all fairness, we have to let people comment. Your organization, and particularly the constituency of the historically black colleges, has demonstrated more consistent interest in and concern about the makeup of title III than any other comparable group of higher education institutions.

I would like to, as soon as Mr. Coleman and I are able to get them to tell us how they want this to read, submit that along with the letter which we will give you now, and ask you to respond as quickly as you can with your comments, support, criticism, or whatever, of the specifics of what it is they are doing, because we, of course, will have to weigh that against Mr. Hawkins' bill and the existing law in order to try to figure something out.

We would appreciate having a chance—it's an unfortunate thing that we are caught at the tail end of the process like this. But we are going to press them as hard as we can to tell us what it is they say they are going to do. Because if we don't do that, we will be confronting them in the Senate. Next year—we will still be talking at this time next year about how to settle title III.

Dr. **Blake**. I think we can do that. As I was listening to that, I think the drive of the proposals toward—well, the proposals seem to want to again limit the existence of title III as a program, with the implicit assumption that it has existed for 20 years and we ought to be moving toward looking at some finite time in the future in which we can phase it out. And it seems that the structures were designed to do that.

I think I would probably be opposed to that because I think, again, for what purpose do we support these institutions? Do we just support them because the Federal Government is interested in there being a larger number of financially stable self-sufficient institutions?

I don't think that's a sufficient reason for Federal interest because it is too big a goal. I think that you have to find some other line that you can draw around why you support these institutions. I think that, again, we should look at the Title III Program in some ways as being a companion program to title IV, but looking at institutions that need help not just because they need help, but they need help in achieving the same goals as the title IV legislation, that is, pulling those groups that need to catch up into full participation in American life. And that if an institution is devoted to and committed to that, then it has a claim on some support as long as it is doing an effective job of making that happen.

Mr. **Ford**. The rhetoric of the letter changes each time I glance at it. It is not clear when you reflect on it that they would advocate authority to make continuation awards for all grants made under the current title III legislation until they expire. They would also favor making $45.7 million available to historically black colleges and universities as a permanent set-aside feature of the program.

Now, I am not sure what they are referring to specifically when they go on to say, the Secretary goes on to say: This is further demonstration of this administration's commitment to institutions President Reagan has termed "national treasures." We would also advocate certain changes in eligibility requirements designed to promote more equal treatment of deserving institutions.

I don't know which part of it this refers to and it is subject to at least the possibility of interpretation—we are giving you 45.7 million for this purpose and forget the rest of it.

We will have to wait and see the color of their money, but it is not at all clear from the way they have set this forth, whether they are really treating you like a treasure or trying to set you aside and say, here, we are going to give you this now, forget the rest.

You raise an interesting point on whether or not the whole tone of the letter does not suggest really sort of phasing out the other objectives that are in the bill.

Then, of course, the constituency for the bill contracts very dramatically and that is not a new tactic for people trying to weaken and ultimately eliminate the programs. You can narrow the constituency so it no longer can get broad support. It sort of withers and dies. We have to sort of guard against that because we have seen that tactic used intentionally or unintentionally so frequently around here.

So I would appreciate knowing how you and your colleagues who are most interested in this react to these suggestions so that I can show that to the committee.

Dr. **Blake**. We will look at that and try to get back something to you fairly promptly in writing, Mr. Chairman. Because I think it does represent a first indication of what the administration is thinking about the reauthorization of title III. And, as such, I think it is something that we do have to devote a good bit of attention to in trying to get a sense of what the real thrust of their thinking is.

I always felt that there would be some supportive approach by the administration to the historically black colleges, but I also think that there are in fact other kinds of institutions, as we have heard here today, that can be identified that are worthy of title III support if the purpose of title III support is clear.

I guess that's the point that I am driving at, that that has never really been settled. I am saying that title III should not be just for making institutions in difficulty more stable or making them self-sufficient, though that serves a valid national goal in terms of the value and importance of education. But I think that's not a manageable job for the Federal Government. I think that the Federal Government has to have some task which is more manageable in terms of there being 3,000-plus institutions out there, all of which could probably argue that they need some help in stabilizing their financial situation.

I have been in private conversations with some of my colleagues whose portfolio of support I knew, and as I listened to them talk about their needs and what they needed to do to stabilize their fiscal situation—I was just kind of say, well, I wish I had your problem of stabilizing your finances, you know, and I had your endowment to do it with. So I think it is all relative and that's been a problem in the title III legislation as it has been written—it still becomes relative and so people can argue their way into the program. But if you are not an institution that when you look at the dominant thing that you do, you are dealing with this task of trying to equalize educational opportunity. You may have lots of blacks, you may have lots of Hispanics, but if you are another kind of institution, then you don't merit the institutional support that title III gives you. Maybe there should be some program support for those people to compete with that will go directly into the programs that they use to support the Hispanics, or support the blacks, or support the Indians that may be 4, or 5, or 6, or 10, or sometimes even 30 percent, of their population, but they are a different kind of institution.

That's the kind of idea that I would like to see the legislative process wrestle with so that when we do the set-asides and when we talk about the length of time of support and so on, it is against some clearer set of criteria —that you say we have these criteria because these are the kinds of institutions that are doing a particular special job. You might want us to do a lot of other things but this makes sense, and it gives you a manageable portfolio of institutions. I think it might be about the same number of institutions that are now funded by title III, but I think the composition of that array of institutions might be sharply different.

Mr. FORD. I certainly know that we have to take the letter in good faith, but when I went to law school they said when a Harvard Law graduate writes something, particularly a proposal that is going to do something for you or your client, you should read it very, very carefully.

I ask you to join me in reading it very, very carefully.

I see the gentleman from Howard smiling. I suppose you tell them that over there, too, don't you?

Mr. Hayes.

Mr. HAYES. Mr. Chairman, time is gone. I think I have heard some very informative testimony from Dr. Blake. I intend to study the written testimony. The fact that you are supportive of HR. 2907, and want to see the retention of black colleges is enough for me. I don't have any questions.

I certainly appreciate your perseverance and patience in presenting your views to this committee.

Dr. **Blake**. Thank you, Mr. Hayes.

Mr. **Hayes**. Thank you, Mr. Chairman.

Mr. **Ford**. Thank you very much for your perseverance in getting back here. We look forward, as I said——

Mr. **Blake** [continuing]. Mr. Chairman, you know, I have listened to you make a series of comments—I guess this is the third time—and I would like to say, as I said in my testimony, these historically black colleges, though they were caught in a certain kind of historic bind in relationship to being founded for the education and of the evolution of blacks.

As I pointed out in my testimony, their basic raison d'etre was to get blacks into the mainstream of American life, and the raison d'etre was to open up the society. They tried to do it through their graduates. They tried to do it for fighting for certain causes that was related to integration in American life.

These institutions have been, and I feel still are, one of the primary engines of interracial cooperation, of integration in American life, of creating the conditions of bringing blacks and whites together, because that's what—we don't make any sense if that's what we are about. Because history defines us in a certain racial way in terms of our student clientele and so on.

I want you to remember that what we were always about with those students was about integration in American life. And we did such a good job of that, that when a certain generation of them came along, they left our campuses and went out into the broader society and began to fight for that in ways that scared the devil out of some of us older types, but then we decided we had better join up, too, because that was what needed to be done.

So, you don't support anything related to racial segregation, or racial separation, when you support the historically black colleges. You support something that really is going to bring about integration in American life faster than if these colleges were not out there and if they were not strong.

I just wanted to communicate those sentiments to you because I know that's an issue which bothers you quite a lot, that are you really supporting something which really adds to divisions in American life and supports it for a basis that is not really the best of things in terms of social policy.

So I just wanted to say those things to you, Chairman Ford, because I know that those are troublesome things. And when I write down the things you have asked me to, I will, maybe, come back to that theme also.

Mr. **Ford**. Thank you very much.

The committee will stand adjourned.

[Additional material submitted for the record follows:]

PREPARED STATEMENT OF PHILIP R. DAY, JR., PRESIDENT, DUNDALK COMMUNITY COLLEGE, BALTIMORE, MD, ON BEHALF OF THE AMERICAN ASSOCIATION OF COMMUNITY AND JUNIOR COLLEGES AND THE ASSOCIATION OF COMMUNITY COLLEGE TRUSTEES

Mr. Chairman and members of the committee, my name is Philip R. Day, Jr., and I am President of Dundalk Community College which is located in the southeastern part of Baltimore County. I am also a Community College graduate and former Project Director for 3 different Title III Programs in 3 different states. I am appearing here today on behalf of the American Association of Community and Junior Colleges and Association of Community College Trustees. The AACJC and the ACCT represent more than 1,200 community, technical and junior colleges serving the educational and training needs of hundreds of thousands of youth and adult workers.

Dundalk Community College serves students who are, on average, thirty-four years old. Half our students are women. While our students are predominantly white, blue collar workers, we educate and train an increasingly large number of minority students—in the last four years minority enrollment has increased by 150 percent.

While Dundalk has an enrollment of 3,000 full-time equivalent students, our actual headcount is about 20,000. Most of our students come to us part-time and attend classes in the evening. The community we serve is industrial; we sit in the shadows of such giants as Western Electric, Bethlehem Steel, General Motors and Lever Brothers who employ significant numbers of people from our community. With the problems in the steel industry, our unemployment rate is above fifteen percent. The unemployment rate is likely to become even higher when the Western Electric plant closes in the next year and a planned layoff of an additional 2,000 workers at Bethlehem Steel at Sparrows Point comes to fruition.

In our community 44.6 percent of the population have not graduated from high school. Moreover, only 40 percent of the high school graduates aspire to college, compared to the statewide average of 65 percent. Of the remaining 60 percent who do not, they believe that they can find lucrative employment upon graduation from high school. They come to us when they are disillusioned, unemployed or making such scant wages that they can barely make ends meet. The Title III program has assisted our college and other community colleges in responding to these needs and therefore I want to thank you Mr. Chairman for providing us the opportunity to present our views on Title III of the Higher Education Act.

The American Association of Community, Junior and Technical Colleges and the Association of Community College Trustees recommend a new Title III Program targeting support on those institutions whose development will do the most to both *stabilize* and *expand* universal access to college learning and those institutions that serve the neediest populations. Community, junior and technical colleges now serve more than 55 percent of all Americans who start college. Community colleges serve more Hispanic and Black undergraduates than all other segments of higher education combined. We serve more working adults and disadvantaged students than any other segment of the postsecondary community. We also provide more programs expressly tailored to the private sector's advanced and changing skill needs than any other postsecondary system.

The demand for ever-increasing skills that global competition puts on the American workforce points up the need for adequate state-of-the-art resources for community and technical colleges, which are postsecondary education's foremost source of such training. A recent survey just completed by Dundalk Community College in cooperation with the Keep America Working Project of the American Association of Community, Junior and Technical Colleges revealed that a stronger business/industry community college partnership exists today for training of the employees than at any other time. For example, in just 31 sample institutions, over 25,000 employees took job-related courses in one year! Also, over 800 different courses/programs were offered by the responding colleges. Eighty-five percent of all the institutions reported offering the courses either at the plant or on the college campus. All these suggest that the community colleges are doing their best in training the students either for immediate job entry, or to go on to four-year institutions for further study.

Were these patterns as fairly weighed in the Title III awards as the original purposes of the law would indicate they ought to be, community and technical colleges would receive an extraordinary share of support from all parts of the Title.

We recommend that the new Title III adopted during this reauthorization be comprised of three parts. Part A would have as its mission to improve academic quality, institutional management and the fiscal stability of eligible institutions in order to increase their self-sufficiency and their contribution to the higher education and human resources of the Nation. Grants would be awarded to institutions to plan, develop or implement activities that promise to strengthen the institution. Institutions who have been in the current Title III Program, either A or B, for less than five years and who still meet eligibility criteria should be allowed to apply for support.

Part B would emphasize the federal role in assistance to historically Black colleges and universities.

The third part would renew the challenge/endowment grants program which is vital to the interests of developing institutions. Developing institutions typically have a crying need for modest amounts of "unrestricted" assistance in order to undertake program initiatives that serve the academically and economically disadvantaged and promote regional and local economic development.

With modestly successful endowments to provide the unrestricted seed funds for such initiatives, the developing institutions would face less need and pressure in competing for other sources of federal categorical support. This support has traditionally favored the institutions with stronger grants staffs.

Suggested amendments would also eliminate the provision in the endowment grant program that allows only colleges that have received support from Parts A and B to be eligible for endowment grants. Endowment assistance may be more important to some developing colleges than either A or B support. They should be allowed to compete freely for the endowment grants provided they have established Title III eligibility.

AACJC and ACCT strongly urge that Congress consider language assuring that colleges receive fully proportional funding equity based on target populations served in Parts A and C. Part B, as the Black college section, would be limited to those institutions. If this were to occur and true equity be achieved, setasides could become redundant and unnecessary.

Finally, the new Title III program should "support more effectively institutions whose development will do the most to stabilize and expand universal access to college learning" for the neediest populations. It must have as its cornerstone a more precise definition of self-sufficiency. Self-sufficiency, as defined in current regulations, as thriving, viable, and free of Title III funds, *is* not sufficient. The definition must be in fiscal terms and measured by increases in the unrestricted current fund balances.

Mr. Chairman, the concern from which Title III sprang 20 years ago is as much a part of the national agenda today as it was in 1965—possibly more so. That concern emerged as a national vision, in fact, almost 40 years ago in the report of the Truman Commission of Higher Education.

More than anything else, the Truman Commission report was a ringing mandate for sharply expanded access to postsecondary educational opportunities. The Commission clearly saw that popular education beyond the secondary level would be a pivotal force in giving our country both the advanced research and technology and skill levels it would need to keep its postwar prosperity growing, and to keep Americans in the forefront of global competition.

To provide that access, the Truman Commission called for the proliferation of two-year colleges. In fact, it brought into national vogue for the first time the idea, or term, "community college." Yet to achieve that level of access meant more than simply making college programs economically and geographically convenient to the general population. It also meant quality. And, in our view, that is what Title III is all about—and the focus on which it should continue to center.

I can't help but quote to you something one of my colleagues said to this Committee several weeks ago. In my view, it was one of the most poetic challenges I have ever heard voiced on public policy. In the words of Salvatore Rotella, Chancellor of the City Colleges of Chicago:

"The issue is both simple and fundamental: We are either totally committed to providing the opportunity of higher education to all of our people, or we are not. We are either prepared to provide all of our people with the knowledge and skills they need to be contributing members of our society, or we are not. We are either prepared to provide all of our people with the chance to share the quality of life that higher education and job training has helped to give you and me, or we are not. We will either invest in America's future now, or we will pay the bills for not doing so later—in alienation, discontent, unemployment, and diminished capacity."

Mr. Chairman, access without quality would be a hollow promise indeed. More than ever before in our history, adult learners need almost continuous access to programs of a highly current and competitive substance—programs that will insure that they make the most of their talents as they pursue personal and economic growth.

Title III provides the collelges that are on the cutting edge of demographic change, the colleges that provide postsecondary access to our least advantaged adult and student populations, the support by which they can reach that level of quality.

Again, Mr. Chairman, thank you for providing us this opportunity to testify.

PREPARED STATEMENT OF LIONEL BORDEAUX, PRESIDENT, SINTE GLESKA COLLEGE, ROSEBUD, SD

TITLE III.—HIGHER EDUCATION ACT REAUTHORIZATION

My name is Lionel Bordeaux. I am here today speaking on behalf of the twenty-two institutions making up the American Indian Higher Education Consortium. I also serve as President of Sinte Gleska College which is located on the Rosebud Sioux Indian Reservation in South Dakota. It is by virtue of my position as President of Sinte Gleska that I serve on the American Indian Higher Education Consortium (AIHEC) Board of Directors.

With me this morning are two development officers from tribally controlled community colleges who I will ask to expand on my comments and to touch on specifics within the Title III program.

Mr. Chairman, before touching on the Consortium's specific thoughts and recommendations on Title III, I think it is important for the Subcommittee to take notice that the colleges making up the AIHEC are all tribally controlled, i.e. chartered by the tribe(s) to whom they serve. Similar to state institutions generally governed by a board of regents who are in turn answerable to the state, tribal colleges are governed by boards who are answerable to their respective tribal governments.

Unlike other state institutions however, we have no tax base either locally or state upon which to raise revenue. Thus, there are no dollars coming into our colleges to cover general operating expenses from local sources. As you know in lieu of this absence of operating capital, the Congress in 1978, passed the Tribally Controlled Community College Assistance Act, P.L. 95–471 to provide general operating funds to the tribally controlled community college. This was again reauthorized (P.L. 98–192) in 1983 and runs through FY 1987. I might mention at this point Mr. Chairman, that AIHEC does support the extension of P.L. 95–471 within the Higher Education Act Reauthorization to make it conform to the expiration of the Higher Education Act.

This legislation was based on the special relationship which exists between the federal government and federally recognized tribes which is based in treaties and past statute enacted by the Congress. The dollars generated through this legislation provides on the average 48% of our member college's total revenue. I say this Mr. Chairman, to make a point. There are some who contend that because the tribal colleges receive federal funding through P.L. 95–471 as amended, they should not be given any more special treatment through other federal education legislation.

Mr. Chairman, as President of Sinte Gleska College I could not keep my college doors open if my only source of revenue came from P.L. 95–471 and student tuition. Together these two sources of revenue makeup only about 42% of my total college budget. So as you can see, I am forced to look to other funding sources—including the private sector—to make my programs work.

Title III has played a major role in my institution as it has in nine (9) other Consortium schools since FY 1982. These dollars have definitely helped us develop and as a result have made us much more competitive with other institutions within the higher education mainstream. Mr. Chairman, Sinte Gleska needs Title III and so do other schools previously funded by the program, and so do ten (10) other Consortium member schools who have not received funding under the present program because they have been found non-eligible. This I find to be the great paradox. The tribally controlled college is developing in every sense of the word—no matter how it is defined. Yet, because of certain provisions in the law, i.e. the base year for determining student aid data and potentially the 100 FTE enrollment minimum for Title III eligibility, our newer colleges have been ruled ineligible. A majority of these colleges have in the meantime, achieved candidacy status.

With that Mr. Chairman, let me spell-out our specific recommendations which were previously outlined to your Subcommittee last April in written form.

(1) Tribally Controlled Community Colleges funded under P.L. 95–471 as amended by P.L. 98–192, should be deemed automatically eligible for funding. This does not imply they would receive funding. Their proposal would still be judged on merit and quality. This would however take care of any provisions of the law written for the mainstream of the developing institution community which would not apply to the tribally controlled college. At the very least Mr. Chairman, we would hope the Subcommittee would insure our eligibility by inserting language addressing minimum FTE enrollment which would allow for an exception from any minimum FTE figure where a college is located in an isolated geographic area. We would also request that the Subcommittee require the base year used for student aid data be updated annually to reflect the most current data.

(2) We request there be an Indian college set-a-side for those institutions enrolling 75% or more American Indians. An amount totaling $5-6 million—approximately 2.5% of the total Title III appropriation would be adequate to provide Title III grants to the 22-25 colleges meeting the 75% student body criteria.

(3) We would also request that the non-renewal provision be waived if a college can show that there are still substantial portions of their long range plans (submitted with the initial application) which need to be completed before self-sufficiency can be attained. Most Indian colleges are less than fifteen years old and, as such, have many more developmental needs than older, established colleges.

Mr. Chairman, the tribally controlled community college has already proven its role in higher education and because of the American Indian growing population, its future potential is vast. Title III is essential to our future development. At this point allow me to turn to my colleagues who work specifically with development in their respective institutions. However before I do, please don't hesitate to call upon the Consortium for any information you may need as you work on the Higher Education Act Reauthorization.

PREPARED STATEMENT OF SINTE GLESKA COLLEGE, ROSEBUD, SD

Sinte Gleska College serves the Rosebud Sioux Indian Reservation of south central South Dakota, an area encompassing four counties that cover 5,337 square miles where some 12,000 tribal members reside in twenty communities. Sinte Gleska College was chartered by the Rosebud Sioux Tribe in January of 1971 as a public, tribally-controlled higher education institution for the purpose of designing and delivering appropriate post-secondary programs, opportunities and services on the Rosebud Reservation. Tacit within this charter has been the responsibility to address the educational needs of the Lakota People and to help plan for and determine the future direction of the Rosebud Sioux Tribe.

During the past fourteen years enrollment at Sinte Gleska College has steadily increased from 165 (Spring 1971) to 534 (Spring 1985) students. The first associate degrees were awarded in 1973 and the first baccalaureate degree was awarded in 1980. Thus far, Sinte Gleska College has awarded 104 associate degrees per its Business Education, Education, General Studies, Human Services, Lakota Studies and Nursing programs and 26 bachelors degrees in the fields of Elementary Education, Criminal Justice and Mental Health. Approximately 25 students are expected to graduate in the upcoming 1985 commencement exercises. Five Sinte Gleska College alumni have already obtained their graduate degrees and four are engaged in graduate studies. These graduates bring an enlightened and requisite dimension of professional skills and manpower to the Rosebud Reservation.

From 1971-83 Sinte Gleska College maintained an affiliate relationship with the University of South Dakota and Black Hills State College, an institution to institution agreement which enabled Sinte Gleska College to offer accredited courses and degrees and which guaranteed credit transferability. In turn, on January 31, 1983, Sinte Gleska College earned the distinction of becoming the first Indian College in the country to be accredited at both the associate and bachelor degree granting levels. As accredited by the North Central Association of Colleges and Schools, Sinte Gleska College clearly looks forward to a more comprehensive and diversified approach to program and resource development throughout the remainder of the 1980's in order to reach its goal and the stated goal for the Title III Program, of greater institutional self-sufficiency.

Sinte Gleska College began its Title III participation as part of a bilateral program agreement in conjunction with Black Hills State College. According to such agreement, Black Hills State College would coordinate each yearly Title III application proposal based upon the programmatic plan of Sinte Gleska College for anticipated annual operations. However, because of the earlier mentioned affiliate relationship there was little or no latitude for program innovation or specific activity implementation. In short, Sinte Gleska College was only able to furnish minimal input to the Title III program formation process; a condition which seriously restricted any significant institutional development.

Subsequently in 1982-83, Sinte Gleska College gained eligibility to apply for and receive Title III funding as a separate entity. Sinte Gleska College was eventually awarded a five-year non-renewable Special Needs Program grant due to expire following the 1986-87 fiscal year. And though Sinte Gleska College has finally realized certain positive benefits and is initiating some important developmental measures, the current prospects for program expiration and continued program limitations are contrary to the best interests of all tribal colleges and are especially unfavorable for post-secondary education on the Rosebud Reservation.

In particular, Sinte Gleska College wishes to reiterate and emphasize that it is truly a developing institution and requires Title III support to complete a number of key developmental efforts and long-range objectives. As expressed in a 1981 Research Triangle Institute report, the Sinte Gleska College Title III Program was cited to be "a unique program that is responsive to the educational needs of the Sicangu people." Yet, like many young and growing institutions, Sinte Gleska College is faced with the simultaneous challenge of meeting daily demands for on-going and expanded programs, accelerating developmental activities and fighting for institutional survival, all of which are compounded by diminished funding.

In other words, a five-year grant period is simply insufficient time to satisfactorily develop and implement major institutional programs and components. For example, in the Title III long-range plan, Sinte Gleska College identified such problems as funding institutional management systems, curriculum development, student services and internal support operations as central issues in respect to future self-sufficiency. Each of these activities was and still is, an institutional priority that must be accomplished in order for Sinte Gleska College to progress towards its goals of stable funding and promoting the educational advancement of tribal members. To be sure, very few institutions would attempt this endeavor but then Sinte Gleska College and its fellow tribal colleges are developing and to develop in this context means to signify a future hope for their respective reservations at a point when Indian tribes need such critical assistance.

In addition to the preceding concerns, Sinte Gleska College is also concerned that no tribal colleges have qualified for participation in the Title III Endowment Program. To date, several tribal colleges have been fortunate enough to start modest institutional endowments. Unfortunately, here too, the primary beneficiaries appear to be older and larger institutions rather than colleges with relatively small enrollments and specifically tribal colleges, who could utilize the Title III Endowment Program to establish a permanent source of "hard" funding. The end result is Sinte Gleska College may lose its Special Needs Program in the next two years without having fulfilled a vital portion of those originally approved Title III activities and shall simply lose its Endowment Program opportunities.

Despite the tough prevailing economic climate, Sinte Gleska College is committed to a responsible developmental stance that envelopes the entire institutional mission. Now in the third year, the Title III Special Needs Program has contributed greatly to recent institutional growth and development by training personnel, creating computer-related technology in terms of fiscal and administrative management systems, improving materials production capabilities and fostering admissions and career placement functions at Sinte Gleska College. These activities did not exit prior to 1982-83, and in the absence of Title III support, probably would not exist today.

These activities have been further complemented by an array of institutional programs such as a computer literacy project, a bilingual education project, a faculty development project, a special services project, plus for 1985-86, two Title IV-B grants. Nevertheless, overall resources remain scarce and are constantly threatened by program reductions and eliminations. Incoming "soft" monies are sought to replace outgoing "soft" monies on an annual basis and consequently real resource development becomes a random proposition.

In short, the Title III Program represents the best potential for institutional development for Sinte Gleska College and the other tribal colleges. The Title III Program allows for a combination of distinct developmental activities which, not surprisingly, coincide with the broad range of tribal college needs. The latter statement is obvious; Title III legislation is directed to assist developing institutions and tribal colleges, a majority of which are less than fifteen years old, meet this intent.

And therein lies the problem. A college with a mere fifteen year history, unless supported by private or state funding, which is not the case of Sinte Gleska College, does not typically possess adequate resources to progress at the same pace as its older competitors. Institutions with more available resources generally encounter less developmental obstacles. Given the differing nature of tribal colleges and the differing developmental cycles of Title III participants, Sinte Gleska College and the other tribal colleges are indeed demonstrating extensive progress and are even surpassing the developmental rate of their counterparts.

At this time, Sinte Gleska College would request that the House Subcommittee on Postsecondary Education seriously consider the recommended legislative changes and amendments submitted by the American Indian Higher Education Consortium. Of paramount consideration is the proposed set-aside for tribal colleges which are eligible for funding in accordance with Public Law 98-192, "The Tribally Controlled Community College Assistance Act of 1978, as amended" or which enroll at least 75% Indian students. The set-aside proposal entails an amount equal to at least 2.5 percent of the total appropriation for 20-25 tribal colleges, all of whom are developing institutions.

Another main consideration involves amending the Title III Endowment Program legislation so as to also recognize P.L. 98-192 eligibility. Tribal colleges are striving to decrease their dependence on federal funding and a prudent step for generating fiscal strength is via an institutional endowment program. Integral to this proposal is a set-aside that is again equal to at least 2.5 percent of the total appropriation.

Lastly, Sinte Gleska College requests that tribal colleges with non-renewable Title III programs be considered for a waiver which provides for continued eligibility and participation. Since its 1971 inception Sinte Gleska College has regularly conducted feasibility studies and compiled long-range planning data in anticipation of ultimately securing funds that are designated for developmental activities. The Title III long-range plan, as outlined in the 1982-83 grant application, contains many of the dreams and needs of Sinte Gleska College. But not all of these dreams and needs will become a reality. In the first two years some activity areas were inexplicably denied for funding by Title III staff. Some will not be accomplished because of time constraints. By renewing the current grant or by approving a new grant, Sinte Gleska College can attain these uncompleted activities, fully execute other activities and thus enhance the developmental efforts required for self-sufficiency.

In conclusion, the Title III Program is a viable vehicle for young and developing institutions and has assisted a variety of colleges and universities over the years. Sinte Gleska College and the other tribal colleges constitute a legitimate and logical response to the unique educational needs for Indian students who choose to pursue their post-secondary careers in a reservation-based setting. In amending and extending the Title III Programs for tribal colleges Sinte Gleska College can continue its crucial development activities and thus help to ensure that its students continue to receive a quality education on the Rosebud Reservation.

Prepared Statement of Dr. Raul Cardenas, President, South Mountain Community College, Phoenix, AZ, on Behalf of the Hispanic Higher Education Coalition

Honorable Congressman Ford and distinguished members of the Subcommittee on Postsecondary Education, my name is Raul Cardenas and I am President of South Mountain Community College, part of the Maricopa Community College system in Phoenix, Arizona. In addition to being President of a new, developing two year community college, I serve on a number of boards dealing with higher education such as the College Board and others.

I am pleased to testify before the subcommittee on behalf of the Hispanic Higher Education Coalition regarding Title III of the Higher Education Act. The Hispanic Higher Education Coalition, as many of you know, is composed of fourteen national Hispanic organizations and is a membership organization concerned with the postsecondary education needs of our diverse Hispanic communities. The principal goal of the Coalition is to promote the increased participation of Hispanic Americans in higher education. The Coalition recognizes that higher education is key to addressing the issues of discrimination, unemployment, and other problems presently facing our community. The Coalition also recognizes that unless the number of Hispanics in postsecondary education is increased, we will not develop the future leaders and professionals to deal with the complex issues facing this, the fastest growing population in the country.

In developing this testimony, I have had the benefit of Rafael Magallan, Director, National Chicano Council on Higher Education and Mr. Ron Vera, staff attorney and Director of the Higher Education Project for the Mexican American LegalDefense and Educational Fund.

The Coalition recognizes the extreme importance of Title III to minority students, for while it is true that the numbers of Hispanic students in higher education need to be increased, we must also realize that the quality of education our students receive from colleges and universities must be enhanced so that all students will be adequately prepared for tomorrow's challenges. In particular, the human capital and intellectual services represented by young Hispanic students will remain untapped unless concerted policy attention is given to addressing some of the institutional needs where large Hispanic students now seek access to higher education degrees.

These hearings on Title III are also extremely important for we recognize the controversy and ambiguity surrounding the purpose of this title. Thus, in preparing our recommendations, we note at the outset that the theme of equity underscores all of our considerations. At the same time we are fully cognizant of budgetary limitations this Congress faces, so that the true test is how best to reshape Title III so as to attain full equity for certain groups in American society seeking access to higher education and at the same time develop appropriate criteria for assisting some developing institutions.

We also start with the premise that Title III was enacted in response to a congressional recognition that federal resources should assist certain developing colleges and universities who were helping to achieve the national goal of achieving access for certain groups of students. These students are those who, for reasons of poverty, educational disadvantage at the elementary or secondary grades or simple lack of family finances and community support, are unable to enter or successfully pursue postsecondary education at traditional institutions. Moreover, we believe that Title III was implicitly aimed, at the outset, at aiding black colleges to assist them in overcoming long term development problems caused by the historical record of discriminatory allocation of Morrill Act funds, federal research grants and discretionary contract awards.

While these dual functions of Title III may overlap, they do have separate purposes. Thus, the criteria of historical underfunding from federal sources is not found existing in all black institutions, nor can all developing institutions lay claim to providing equitable access to certain disadvantaged students. This subcommittee has the responsibility to address this dichotomy and to provide a workable framework that will allow Title III to continue, not only in light of its historical purpose, but so to insure that under represented students, who are the real beneficiaries of Title III, be served.

In a perfect world, it would be convenient among all parties to reach an agreement as how to divide Title III monies so that one group gets a certain share, and another gets their share. Certainly allocating a certan percentage of monies to particular institutions may have merit if it can truly be substantiated that, without any set-aside, long term development problems would not be addressed. Indeed this may be the case for certain black institution. But beyond that goal, we must proceed cautiously so as to insure that the Title III program does not become a quagmire of groups fighting over distinct pots of money that may have little justification, except as to resolving political squabbles. I say this in all candor for the Hispanic Higher Education Coalition would readily be willing to accept a certain guaranteed portion of federal monies if we know it would benefit access for Hispanic students. Likewise, in my private role as President of a new two year community college that does, in fact, serve students who but for our college would never seek higher education, I would also welcome a set aside for community colleges. But I suspect that set asides cannot carry the day any longer and we have too little in the way of Title III monies to be fighting for set asides.

Given these considerations, what can we do with Title III so as to achieve its true purposes? The Coalition has looked long and hard at this problem and we offer these recommendations in the spirit of compromise between those groups that may desire a set-aside and those groups that feel their institutions should qualify for Title III because their college serves disadvantaged students or because they wish to continue "developing."

(1) HISTORICALLY BLACK INSTITUTIONS MUST BE SUPPORTED BY THE FEDERAL GOVERNMENT IN ORDER TO SPUR THEIR DEVELOPMENT AND AID THEIR MISSION

There is no debate among individuals concerned with Title III that at least some focus of the program was aimed at those institutions that were historically under funded by the federal government. These colleges, principally historical black colleges, have served a useful and valuable function in securing equitable access. In our view one of the chief limitations for these institutions is their lack of overall financial reserves that would enable them to strengthen curriculum, build libraries and sustain long term capital development. For that reason we propose an endowment provision in Title III that would be principally aimed at strengthening the endowments of those institutions that meet certain criteria which fit within the previously stated purposes.

The benefits of any endowment program include providing the flexibility needed for such institutions in planning long term development activities, but also addresses the principal problems faced by those institutions, and that is the lack of access to federal resources that other more traditional colleges have maintained. The Mexican American Legal Defense and Educational Fund has previously submitted specific criteria for such an endowment program that could easily be amended to suit the purposes of aiding "the historical black colleges."

(2) TITLE III FUNDS SHOULD BE FUNDED SO AS TO AID COLLEGES IN REACHING A STAGE OF SELF-SUFFICIENCY

The Coalition is at odds with those institutions which have received Title III monies so as 1) to assist them in undertaking new endeavors connected with equitable access; or 2) have no long term development needs. Recognizing the limited availability of Title III monies, we view the central purpose of Title III as promoting self-sufficiency and aiding these institutions who, but for federal resources, would not be able to provide equitable access for certain students. We view Title III as assisting in the national goal of access and choice. Too often Title III monies are now being used to strengthen existing institutions rather than to aid deep-rooted development problems or to support the newly developing institution. In the long run, the present recipients of Title III should also be ready to leave behind any dependency on the federal government and Title III should not become a continuing lifeline. The limited availability of Title III monies, coupled with the needs of other emerging institutions, demand these developing institutions, who are current recipients of Title III funds to look to other possible sources of support for continued growth. It is in this light that we recommend some modification of Title III criteria to provide for eventual self-sufficiency.

(3) TITLE III MONEY MUST EVENTUALLY AID STUDENTS, NOT JUST INSTITUTIONS

We believe that a central premise of Title III has been to assist students who previously did not have a choice, or chance, as to higher education aspirations. This focus must remain and we would look with disfavor on those who would use these students in order to simply gain eligibility for Title III funding only to find little benefits accruing to the students who triggered the funding. Title III monies should be utilized to expand and strengthen access to a quality higher education. In this light we would recommend that where Title III monies do go to strengthen institutions, that those institutions be required to document the extent to which Title III monies will be used to increase access for students who have been historically underrepresented in higher education institutions. I include in my testimony the specific recommendations that were submitted previously to this Committee from the Mexican American Legal Defense and Educational Fund and which we support.

(4) TITLE III FUNDING MUST RECOGNIZE THE DIVERSITY OF DEVELOPING INSTITUTIONS

Finally, framers of Title III must be cognizant of the diversity and severity of problems faced by other institutions, besides the black colleges, that are attempting to provide access and choice. Note must be made of the urgent need for enhanced support for the colleges and universities in Puerto Rico. These schools which have been ably educating over 140,000 U.S. Hispanic citizens annually, are in acute need for institutional assistance of a strong developmental nature. In addition, as members of the subcommittee have come to recognize through the hearings, for example, on Hispanic Access to Higher Education, Hispanic students on the mainland face difficult problems of access that require Congressional attention. The magnitude of the drop out problem, the barriers in language, and the demographic and economic character of this Hispanic population is resulting in a severe loss of future resources. As President of South Mountain Community College we have attempted to address this problem in a variety of ways and we are unique in this respect. At the same time, we believe we fit within the criteria of those institutions that are truly deserving of Title III monies for not only are we new and developing but the type of students we serve are the ones that Title III was designed to benefit. We must recognize the geographic diversity in higher education. In the Southwest and other regions of the United States, certain institutions are looked to as the principal avenues for access to higher education. Many of these institutions are truly developing institutions that should be strengthened by Title III. It is our challenge to see that these institutions are not ignored or downplayed in importance.

In closing, I want to once again thank you for the opportunity to address the subcommittee on this important issue. Of all Titles in the Higher Education Act, Title III will be the one, I suspect, that is most subject to debate both as to purpose and programs and we welcome the opportunity to assist members of this subcommittee in your endeavors to reach an answer as to how to effectively address all of the needs that Title III should address. Thank you.

SUBCHAPTER III INSTITUTIONS AID TO DEVELOPING INSTITUTIONS

§1051.

(a) Findings

The Congress Finds that—

(1) many *developing* institutions of higher education in this era of [declining enrollments and scarce resources] *rapidly changing demographic, economic, and social needs* face problems which threaten their ability to [survive] *offer quality postsecondary educational programs to students.*

(2) the problems *faced by these developing institutions* relate to *the lack of resources which threaten* the management and fiscal operations of certain institutions of higher education, as well as to an inability to engage in long range planning, recruitment activities, and development activities;

(3) the [solution of the problems of these] *provision of short term financial assistance to aid developing* institutions would enable them to become viable, thriving institutions of higher education; [and]

(4) these institutions play an important role in the American system of higher education, and there is a strong national interest in assisting them in solving their problems and in stabilizing their [management and fiscal operations] *academic and administrative resources; and* [.]

(5) *there is a particular national interest in aiding those institutions of higher education that have historically served students who have been denied access to postsecondary education because of race or national origin and whose participation in the American system of higher education is in the Nation's interest so that equality of access and quality of postsecondary education opportunities may be enhanced for all students.*

PART A.—STRENGTHENING INSTITUTIONS

§1057. No changes

§1057. Program purpose

§1058. Definitions

For purposes of this part:

(1) * * *

(2) The term "eligible institutions" means—

(A) an institution of higher education—

(i) (I) which, in the case of an institution which awards a bachelor's degree, has an enrollment which includes a substantial percentage of students receiving [awards] *need based assistance* under subpart 1 of part A of subchapter IV of this chapter, the average amount of which is high in comparison with the average amount of all grants awarded under such subpart to students at such institutions, and (II) which, in the case of the junior or community colleges, has an enrollment which includes a substantial percentage of students receiving *need based assistance* [awards] under subpart 1 of subchapter IV of this chapter, the average amount of which is higher in comparison with the average amount of all grants awarded [under such subpart] to students at such institutions;

(ii) * * *

(iii) * * *

(iv) * * *

(v) * * *

(vi) * * *

(B) any branch of any institution of higher education described under subparagraph (A) which by itself satisfies the requirements contained in clauses (i) and (ii) *and (vi)* of such subparagraphs *and which is located in a community different from that in which a parent institution is located.*

For purposes of the determination of whether an institution is an eligible institution under this paragraph the factor described under subparagraph (A) (i) shall be given [twice] the *same* weight [of] *as* the factor described under subparagraph (A) (ii), *and the Secretary may also consider the factors specified in Section* .

§1059. Duration of Grant

[(a) Duration subject to appropriation availability

The Secretary may award a grant to an eligible institution under this part for

(1) not to exceed three years, or

(2) not less than four nor more than seven years

subject for each fiscal year to the availability of appropriations therefor. The Secretary shall not accept the application of an eligible institution for a grant under both paragraphs (1) and (2) for a fiscal year.]

[(b) ineligibility of prior year grantees

The Secretary shall not award a grant under this part to an eligible institution that has, for any prior fiscal year, received a grant under subsection (a) (2) of this section.]

[(c) Grants to assist in preparation of plans and applications

Notwithstanding subsection (a) of this section, the Secretary may award a grant to an eligible institution under this part for a period of one year for the purpose of assisting such institution in the preparation of plans and applications under this part.]

(a) *Duration subject to appropriation availability*

The Secretary may award a non renewable grant to an eligible institution under this part for a period of not more than five years, subject for each fiscal year to the availability of appropriations therefor.

(b) *Provisions for the continuation of assistance under previous grants*

Any institution which now receives grants under this part shall be eligible for funding, provided that the Secretary shall make provisions for the continuation of such grants not to extend any new grants beyond the maximum number of years they could receive funding under any current programs. Provided, however, that the Secretary shall not award a grant under this part to any eligible institution that has received funds under this part for more than seven (fiscal) years.

(c) *Grants to assist in preparation of plans and applications*

Notwithstanding subsection (a) of this section, the Secretary may award a grant to an eligible institution under this period for a period of one year for the purpose of assisting such institutions in the preparation of plans and applications under this part.

(d) *Federal share*

The Federal share of the cost of grants made to institutions under this part shall be 100 per centum for the first two years in which an institution receives a grant, 90 per centum for the third year an institution receives a grant, 80 per centum for the fourth year an institution receives a grant, and 20 per centum for each subsequent year an institution receives a grant.

a. *In determining whether an institution is eligible for a grant under this part, the Secretary may also consider the following factors:*

(1) the enrollment of the student body and whether the majority of such students would not be attending postsecondary education but for the existence of the institution;

(2) extreme financial limitations requiring low faculty salaries, low costs of instruction for students, and low library expenditures;

(3) a little or no endowment, whether or not unrestricted;

(4) a high student to faculty ratio;

(5) a substantial percentage of students receiving need-based Federal student assistance;

(6) limited library resources;

(7) a low percentage of faculty with doctorate degrees;

(8) poor physical facilities and limited resources to maintain physical facilities;

(9) little or no support from foundations, alumni, or corporations;

(10) limited or no sponsored research or faculty publications;

(11) inadequate development offices and a limited capacity for long-range planning; and

(12) poor or inadequate fiscal management and accounting procedures.

b. *Waiver authority and report requirements*

(a) Basis for waiver of requirements; annual report to Congress (same as §1067)

(b) Basis for waiver of requirements

The Secretary may waive the requirement set forth in sections of this part in the case of an institution:

(1) that sets forth in its application that the waiver will substantially increase access to higher education opportunities for the students who have historically been unserved by other postsecondary education institutions on the basis of race, national origin, income, or geography, and

(2) that can demonstrate it has in the past, made consistent efforts to serve those students that have been denied access to postsecondary education institutions, and

(3) that can set forth that it will meet all of the other requisite features required under Part , Section , subpart b of this title.

PART B

§1060. DELETED
§1061. DELETED

§1062. DELETED
§1063. DELETED

PART C

§1064. Establishment of Programs—DELETED
§1065. DELETED
§1065a DELETED and changed to endowment grants
§1065a

(f) Eligibility of institutions; considerations and priorities

In Selecting eligible institutions for grants under this section for any fiscal year, the Secretary shall—

(1) give priority to an applicant which is a recipient of a grant made under part A or B of this subchapter during the academic year in which the applicant is applying for a grant under this section; and

(2) . . .

(3) consider—

(A) . . .

(B) . . .

(C) the degree to which an applicant has historically served the needs of those students who have historically been denied access to postsecondary educational opportunities on the basis of race, national origin, income, or geography.

PART [D] C—GENERAL PROVISIONS

§1066. Applications for assistance

(a) * * *

(b) * * *

(1) * * *

(2) set forth policies and procedures to ensure that Federal funds made available under this subchapter for any fiscal year will be used to supplement and, to the extent practical, increase the funds that would otherwise be made available for the purposes of [section 1057 or 1060(b)] of this title, and in no case supplant those funds;

§1067. MOVED TO §———
§1068. NO CHANGES
§1069. Cooperative arrangements

(a) Grant authority

The Secretary may make grants to encourage cooperative arrangements—

[(1)] with funds available to carry out part A of this subchapter, between institutions eligible for assistance under part A of this subchapters

[(2) with funds available to carry out part B of this subchapter, between institutions eligible for assistance under part B of this subchapter;] for the activities described in section [1057(b) or section 1069(b)] of this title[, as the case may be,] so that the resources of the cooperating institutions might be combined and shared to achieve the purposes of such parts and avoid costly duplicative efforts.

(b) Priority grants

The Secretary shall give priority to grants for the purposes described under subsection (a) of this section whenever the Secretary determines that the cooperative arrangement is geographycally and economically sound, *and*

(1) one of the institutions is a junior or community college that seeks to increase the transfer rate of its students to a four year college; or

(2) the institution can demonstrate that the receipt of such funds shall be used for activities such as:

(a) faculty exchanges;

(b) faculty and administration, improvement programs;

(c) introduction of new curriculum and materials;

(d) cooperative education programs; and

(e) joint use of facilities

§1069a. Assistance of institutions under other programs

(a) Eligibility

Each institution which the Secretary determines to be an eligible institution under [part A of] this subchapter [or an institution with special needs under part B of this subchapter] shall be eligible for waivers in accordance with subsection (b) of this section.

(b) . . .

(1) . . .

(2) The provisions of this section shall apply to any program authorized by [subchapter II, IV, VII, or VIII of] this chapter (part C of subchapter I of chapter 34 of Title 42).

§1079d Program authority

(a) * * *

OGLALA LAKOTA COLLEGE,
Kyle, SD, October 8, 1985.

Hon. WILLIAM FORD,
Chairman, Subcommittee on Postsecondary Education, Education and Labor Committee, U.S. House of Representatives, Washington, DC.

DEAR CHAIRMAN FORD: On behalf of the American Indian Higher Education Consortium members I would like to thank you for the opportunity to testify on September 19th. I wish I did not have to catch a plane that afternoon so I could have dealt more fully with questions raised by yourself and other members. I would like to take this opportunity to respond to two of the issues raised. I would remind the Sub-committee that AIHEC's full and official position is contained in the written testimony submitted on July 30th and resubmitted on September 19th. What I and my colleague Ms. Crazy Bull tried to do in our spoken testimony was to use our two colleges, Oglala Lakota and Sinte Gleska, as examples showing that Tribal colleges are truly developing colleges and are the type of colleges that Title III is supposed to serve.

Your first question asked if we realized in our support of the Native American set aside in the Simon/Hawkins bill that it would include more than the Tribal colleges and that Oglala Lakota and Sinte Gleska would not be eligible because we offer 4 year degrees. In AIHEC testimony on a set aside other colleges eligible because of Native American enrollment are recognized. The estimate is that there are no more than 5 or 6 colleges besides the 98–192 schools which would meet the requirement.

In terms of the awarding of a 4 year degree, we agree with you that the language can be misinterpreted. We do not feel that Section 357 (c)(2)(B) is part of the 30% set aside for community colleges. The section refers to institutions defined in section 312 (2)(D). That section does not mention community colleges but states "any institution of higher education." AIHEC people are getting in touch with the bill's drafters to make sure this is clarified.

The second question was about our request that Tribal colleges be eligible for both Title III endowment and P.L. 98–192 endowment. This was brought up because, as is stated in the written testimony, we are afraid the BIA will try to make the endowments mutually exclusive. Our proposal is to allow tribal colleges to get any combination of the two twice in five years but not both in the same year. We are not recommending transfer of authority from the Department of Interior to the Department of Education. This issue is a far more complex one than we can answer in this short letter. The key is that Indian people are leery of moving education from the Bureau to Education because, for all its inadequacies, the existence of the Bureau recognizes the special relationship of tribes to the Federal government and the existence of Tribal authority. Tribes fear a transfer to the Department of Education would lead to state jurisdiction. There is definitely a need for this issue to be explored further.

Finally, we would like to call attention to the key elements of the AIHEC testimony which is the eligibility criteria. All tribal colleges can prove they are the type of schools that Title III is meant to serve, but some have been declared ineligible because of the inconsistencies of current eligibility criteria and formulas.

Again thank you for your hospitality and consideration.

Sincerely,

TOM ALLEN,
Title III Coordinator.

JACKSONVILLE STATE UNIVERSITY,
Jacksonville, AL, July 10, 1985.

Congressman BILL NICHOLS,
Rayburn House Office Building,
Washington, DC.

DEAR CONGRESSMAN NICHOLS: I am writing to express my views on reauthorization of the Higher Education Act of 1965, particularly that portion which covers Title III, authorizing funds for developing institutions. Institutions like Jacksonville

State University serve increasing numbers of minorities and low-income students and desire fair competition for funds to improve the quality of higher education for the people it serves.

The philosophy of Title III of the Higher Education Act is to support institutions of higher education by improving the quality of education for minorities and low income students through developing more relevant curricula, improving student services, upgrading faculty, providing better instruction and, improving the efficiency and effectiveness of institutional management. I agree with this philosophy and would add that all students should have an opportunity for high quality higher education.

In my opinion, the current legislation for Title III of the Higher Education Act is confusing and unfair. The confusion exists in the eligibility criteria, the terminology for "developmental institutions" and the several parts included in the 1980 Amendments for Title III. The legislation is also unfair in that set-asides are established for junior and community colleges and for historically black colleges and universities.

Jacksonville State University, like many other colleges and universities in this country, serves a vast number of low income students, serves a large percentage of minorities, has a low tuition rate and struggles to provide special programs to promote the high quality education to all it serves.

This past fall semester this University enrolled 6,047 undergraduate students, 1,114 of whom were black. For the past five years Jacksonville State University has averaged more than 16% black student enrollment. In terms of the total number of blacks served each year this surpasses many of the historically black institutions now demanding set-asides to preserve funds for the same cause we now serve.

Jacksonville State University is a regional university, serving primarily northeast Alabama. This region of Alabama is generally rural and generally poor. The June 10, 1985 issue of "US News and World Report" listing the 25 poorest cities in the nation rated the city of Gadsden, AL as the 24th poorest and the city of Anniston, AL as the 7th poorest in the nation. They are the two closest cities to Jacksonville State University and emphasizes its service to the underrepresented and low-income student.

This letter, however, is not written to single out this University, nor the State of Alabama, but to point out that it, like many colleges and universities in this country, serve large numbers of minorities and poor, and deserves a fair access to funding for developing and improving quality education programs to meet specific needs of these students.

The current legislation which provides for Title III funding under the Higher Education Act of 1965 as amended, should be amended and simplified without set-asides for special interest groups. Competition for Title III funds should be open and fair to all institutions of higher education who meet eligibility requirements.

Sincerely,

ALBERT M. SEARWAY,
Title III Coordinator.

THE ASSOCIATION OF MINORITY HEALTH PROFESSIONS SCHOOLS,
Washington, DC, August 2, 1985.

Hon. WILLIAM D. FORD,
Chairman, Postsecondary Education Subcommittee, U.S. House of Representatives, Cannon House Office Building, Washington, DC

DEAR CHAIRMAN FORD: For the hearing record of your subcommittee's July 30, 1985 hearing on Title III Programs of the Higher Education Act, the Association of Minority Health Professions Schools (AMHPS) would like to submit the following to be included:

"Mr. Chairman and members of the Subcommittee, the Association of Minority Health Professions Schools is pleased to provide comment regarding the reauthorization of Title III Programs of the Higher Education Act.

The member institutions of our Association have provided training for a large number of our nation's black medical, dental pharmacy, and veterinary professionals. We consider these institutions a national resource. Although the percentages of Black health professionals is distressingly low, compared to their percentage of general population, the percentages would be much lower if not for our institutions.

The recent proposals made by Chairman Hawkins to enhance Title III to include some of our institutions will make a tremendous difference in our historically financially strapped institutions' ability to continue to educate and train minorities in the health professions. The further inclusion of the pharmacy and dentistry schools in our Association would clearly be an improvement to this proposal.

The Association of Minority Health Professions Schools is dedicated to enacting this legislation this session of Congress. Our institutions are in great need of this financial support. We urge your subcommittee's consideration and approval of this proposal."

Thank you for the opportunity to present our views.

Sincerely,

WALTER C. BOWIE, D.V.M., PH.D.,
President.

POSITION PAPER ON THE NEW TITLE III LEGISLATION BY DR. JORDAN UTSEY[1]

The Title III program is up for reauthorization in 1985, and thus this is an opportune time to improve this important program so that it is more equitable and better serves the purpose for which it was created by Congress. As a person outside government who has closely observed the Title III program in operation since its inception, I believe that I have a perspective on this program which could be of considerable value to those who are charged with making decisions about the future of Title III. The purpose of this paper is to summarize my views about some of the aspects of the Title III program which are certain to be major issues during the reauthorization process. In order to be brief I will only touch on the history of the program in passing and will focus on those issues about which I feel I can provide significant insight as a result of my personal experience with Title III.

First, I am convinced that the Title III program should continue. Despite the fact that it is probably impossible to eliminate all the problems with the program no matter how carefully the legislation is rewritten, Title III is an appropriate vehicle for providing assistance to higher education institutions which should be helped not simply because they are struggling to survive but because their survival is in the best interest of this country. I could cite a large number of institutions, a high percentage of those I have worked with in the last twenty years, as excellent examples of the vital role that Title III funding can play in helping a college develop and gain financial stability. These exemplary institutions are all characterized by modest means and a tradition of willingness to provide real educational opportunity to students no matter what their background or financial status. The existence and continued academic quality of such institutions is essential if we are to have the broad access to higher education which is a basic principle in our country.

Many of the developing institutions I have worked with are small, rural colleges, and some of them are historically or predominantly black. There are as many good examples, however, among urban as rural colleges, among predominantly white as predominantly black, and among 4-year as 2-year colleges. Tax dollars have been well spent on all of these institutions because the money has been used wisely by them to address real problems and improve their management and academic quality so that they are now in an even better position to educate the type students they traditionally serve.

Title III funds have not rescued many developing institutions from a predicament produced by their own mistakes; their plight (i.e., needing external assistance) is most frequently a direct result of their mission and the changing environment of the country in general and higher education in particular. One such recent change is the sharp increase in the cost of providing educational services. Developing institutions cannot simply pass on the increased costs to their students because such a high percentage are poor and disadvantaged. There are many developing institutions which continue to need Title III assistance even though they have progressed significantly with the support of this program. Moreover, there are many developing institutions which are similar in mission and plight to those which have received one or more grants, but which have not yet received any assistance from the Title III program.

Second, the setasides in the Title III program should be completely eliminated. Whatever the original purpose of the Title III program, and there is no clear evidence that it was created exclusively for historically black institutions as is some-

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[1] Dr. Utsey recently retired as Dean of the School of Education at Kansas State University. While at Kansas State, Dr. Utsey was instrumental in establishing a large, long term Title III-funded staff development program for key personnel in developing institutions (particularly historically black colleges); in addition, he has served as external evaluator for over 100 institutions with Title III grants throughout the country over the last twenty years.

times contended, the requirement that a large portion of the Title III funds be reserved for a small number of black institutions has led to inequity. Moreover, this setaside hinders the effectiveness of the Title III program as a vehicle for improving higher education and increasing its accessibility to all segments of our population. Even if the major purpose of the Title III program is to redress the underrepresentation of blacks in higher education, historically black institutions no longer have a unique role in this process. Currently, about 80 percent of all black students are educated in predominantly white colleges. There is even good reason to believe that the large setaside for historically black institutions may have done a disservice to the very institutions it was created to help. Quality must be encouraged in these institutions if they are to compete with other institutions which likewise enroll large numbers of blacks.

During the current year approximately $47 million is in the setside for historically black colleges, or about $500,000 for each college. Averages are of course misleading; some colleges receive more, others less. But the point is that Title III *must* grant $47 million to a relatively small number of colleges (approximately 100), thus removing these colleges from any need to compete except among themselves. The proposals from the black colleges have frequently been such that the Title III Office has been unable to find enough allowable and justifiable activities to fund, even though these colleges have received more technical assistance from the Office than other institutions. Title III has had to resort to a number of questionable activities to meet the setaside requirement—including passing over other types of institutions competing for Endowment grants in order to give funds (and hence allocate the full setaside amount) to black colleges with less points, which was apparently done last year. Some historically black institutions have also been funded at levels in excess of their original proposal while other colleges have taken sharp ratable cuts to bring their grants in line with the funds available.

The problem of leftover setaside funds is reportedly even more severe this year. At least $15 million of the setaside could not be distributed to black colleges, primarily because of the quality and nature of their proposals. The existence of this leftover money creates a major administrative and political problem for the Title III staff, and it certainly calls into question the need for such a large setaside. There were literally hundreds of good Title III proposals this year from other types of developing institutions, most of which cannot be funded because not enough money is available. The 15 or so million dollars left over this year cannot be granted to these colleges despite the quality of their proposals and their clear need and eligibility for Title III funds. They were only allowed to apply for Strengthening Program grants, and the leftover money is in the Special Needs Program.

If it is fair for historically black colleges to have a setaside, then it is probably as fair for community colleges—and institutions serving a large number of Hispanics, Native Americans, four year white private colleges, etc.—to also have a similar claim on a certain portion of the funding. Thus far, community colleges have been the only group besides historically black institutions with sufficient political clout to legitimize their claim. A more equitable and better situation is to have open competition, with all Title III funds available to all qualified applicants on an equal basis. Individual institutions have ample opportunity in their proposals to make their case for deserving a Title III grant because of the type of institution they are or for any other reason.

Third, the "graduation clause" should be deleted from the Title III legislation, at least for those institutions which have been or are now in the program. As the law now stands, those colleges which have applied for and received long term Title III grants (part A, 4-7 years; part B, 1-5 years) have to "graduate" from the program and are no longer eligible to participate in the Title III program. Many colleges entered into long term grant arrangements with Title III, perhaps unwisely but in good faith, expecting to receive both the amount of money requested for each year and the number of years requested. With the possible exception of some of the historically black colleges, nearly all coflleges with long term grants have had their funds cut, the years of the grant reduced or both. It appears to me, based on my observation of dozens of colleges, that the cutting process has been at best inconsistent, and at times totally unfair. The words "developmental" and "operational" have frequently been used to justify cuts actually necessitated by budget limitations, which has exacerbated the already serious problem with these poorly defined terms.

Colleges which received non-renewable grants in effect struck a bargain with the federal government, and the government did not keep its end. They have been or are now faced with the prospect of exclusion from participation in Title III, but they have not been able to develop and achieve self-sufficiency because they were neither given the time nor funds they requested to enable them to do so. One significant factor in the funding cuts sustained by these institutions has been the setaside problem discussed above. Another factor has been the limited amount of funds appropriated by Congress for Title III; the available funds have been inadequate to cover the amount requested by colleges in their original proposals to carry out approved developmental activities over the multi-year period.

It is questionable whether or not developing institutions can be expected to achieve self-sufficiency in a four to seven year period. But even if the new legislation specifies a limit on the time or funds that any one institution can receive in future years in order to allow more institutions to share in available funds, the colleges which now have nonrenewable grants should be allowed to reapply if they did not receive the number of years and amount of money which they requested in their original proposal when it was approved for funding. It would appear quite unfair to allow one type of institution with nonrenewable grants to continue in the program (as proposed by some) but not others. In general, historically black colleges have suffered fewer cuts than other institutions.

Fourth, the new legislation should encourage interinstitutional cooperation. The current regulations serve to discourage cooperative effort among developing institutions and between developing institutions and other higher education institutions at a time when interinstitutional support and resource sharing is more needed than ever before. Cooperation in high cost areas such as new technologies development is obviously much more cost effective. Originally, consortia or cooperative arrangement projects were an inportant part of the Title III program, but there were some problems related to these projects which led to changes in regulations regarding them in the 1980 reauthorization of the program. Some consortia had apparently grown much too large, for example, and some questionable arrangements between institutions and for-profit assisting agencies were the subject of two GAO reports in the late 1970's. What Congress did in response to reported abuse was overreact. A more appropriate response would have been to limit the number of institutions in a cooperative arrangement and to exclude for-profit agencies from such arrangements.

I have worked with several excellent cooperative arrangements, most recently with a small project in South Dakota which is a model of efficiency and effectiveness. This project is exemplary in carrying out the intent of the Title III legislation. Moreover, it is a remarkable example of the value of interinstitutional support among developing institutions in key areas including computer literacy for faculty and administrators, library automation, library resource sharing and curriculum improvement. It is clear that the modest Title III funds allocated to the Dakota Wesleyan Cooperative Arrangement have had a significantly greater impact than the same amount of funds would have had on a single institution. Yet this program is now being closed down.

Fifth, the Endowment program should not grow at the expense of the Title III development grant program. The end result of the current situation, i.e., funding an Endowment grant program with funds from the development grant program instead of with new appropriations, is to reduce the development grants program, and there have even been recommendations to replace the development grant program completely with an endowment program. Although an endowment program for developing institutions is a good idea because it encourages these institutions to focus on the future, many institutions may not have a future without assistance now.

The major flaw with the Endowment program is that it proposes a long term solution for problems that require more immediate solutions. A declining enrollment will not be resolved by an endowment that starts paying off in 20 years. Uninformed and untrained administrators will also manage an endowment poorly. Energy costs that are destroying fiscal stability will not respond to a larger endowment twenty years down the road. Most developing institutions with which I have worked recognize their need and sincerely want to build a larger endowment, and they are working toward this goal as they develop better management and solve the problems which threaten their survival. But development grants clearly have a critically important role now in these and a large number of other colleges, both those with current grants and the many which are eligible but have not yet received a grant because there is so much competition for so little money.

If there continues to be a limited amount of funds appropriated for the Title III program, most if not all of this money should be used to provide development grants to eligible colleges. Separate, additional funding should be provided for endowment grants to developing institutions if Congress is willing to assist eligible institutions in this way. I certainly support the value and need for an endowment program *in addition to* a well-funded development grants program.

In summary, I have deliberately not addressed several important Title III issues, including eligibility, in order to focus on those about which I am in the best position to comment given my experience working with a large number of institutions with Title III grants. I would say, however, that dollars received by students do not adequately determine institutional eligibility. I believe that I am probably as knowledgeable about and experienced with the Title III program as any person in the country outside of government. I could say a great deal more about each of my points and cite numerous specific examples to support my views. The main points I want to make are:

1. The Title III program should continue because it is a valuable, useful vehicle for assisting institutions which it is in our national best interest to support until they are stronger and better able to carry out their important educational missions.
2. Competition for Title III funds should be completely open with no setasides or floors for any type of institution, including historically black colleges.
3. Institutions which have had and now have nonrenewable grants should be allowed to compete for additional grants rather than being excluded from the program. The main reason is that most if not all these institutions have been granted much less time and money than they originally requested and need.
4. Title III Cooperative Arrangement projects should be strongly encouraged because such projects can constitute the best investment of federal funds in assisting developing institutions.
5. The new Endowment program has merit and complements the development grants program, but it should not replace or grow at the expense of the development grants component of the Title III program.

There are many who share my views about the Title III program, including the presidents of a large number of developing institutions throughout the country. It is my hope that these views will be given serious consideration by decision makers during the reauthorization process. The Title III program can be a much more effective and more equitable program if the rewritten legislation reflects the thinking of persons like myself who have had extensive field experience with the program in operation.

CHART I.—NUMBER OF GRANT AWARDS BY STATE FOR STRENGTHENING AND SPECIAL NEEDS PROGRAMS (TITLE III)

State	fiscal year 1985 part A		All programs fiscal year 1982–84	Total
	Planning grants	1- to 5-yr grants		
Alabama	0	5	36	41
Alaska	0	0	0	0
Arizona	0	2	9	11
Arkansas	0	0	12	12
California	1	1	11	13
Colorado	0	0	8	8
Connecticut	0	0	0	0
Delaware	0	1	5	6
District of Columbia	0	0	1	1
Florida	0	1	19	20
Georgia	0	1	19	20
Hawaii	0	0	5	5
Idaho	0	1	1	2
Illinois	1	2	17	20
Indiana	0	0	6	6
Iowa	1	2	17	20
Kansas	0	2	15	17
Kentucky	1	0	9	10
Lousiana	0	1	12	13
Maine	0	0	6	6
Maryland	0	4	15	19
Massachusetts	0	2	9	11
Michigan	1	3	17	21
Minnesota	0	1	7	8
Mississippi	0	2	21	23
Missouri	0	2	10	12
Montana	0	1	7	8
Nebraska	0	1	10	11
Nevada	0	0	0	0

CHART I.—NUMBER OF GRANT AWARDS BY STATE FOR STRENGTHENING AND SPECIAL NEEDS PROGRAMS (TITLE III)—Continued

State	Fiscal year 1985 part A		All programs fiscal year 1982-84	Total
	Planning grants	1- to 5-yr grants		
New Hampshire	1	0	5	6
New Jersey	1	2	10	13
New Mexico	0	1	3	4
New York	2	2	45	49
North Carolina	0	3	38	41
North Dakota	0	0	4	4
Ohio	0	3	13	16
Oklahoma	0	0	12	12
Oregon	0	0	3	3
Pennsylvania	2	1	18	21
Rhode Island	0	0	2	2
South Carolina	0	2	25	27
South Dakota	0	0	11	11
Tennessee	0	2	21	23
Texas	0	2	26	28
Utah	0	0	4	4
Vermont	0	0	7	7
Virginia	0	2	13	15
Washington	2	0	9	11
West Virginia	0	0	7	7
Wisconsin	0	0	4	4
Wyoming	0	0	0	0
Northern Mariana Islands	1	0	0	1
Puerto Rico	0	4	19	23
American Samoa	0	1	0	1
Guam	0	1	0	1
Trust Territories of Pacific Islands	0	1	2	3
Virgin Islands	0	0	1	1
Total	14	62	606	682

CHART II.—FUNDING BY STATE FOR STRENGTHENING AND SPECIAL NEEDS PROGRAMS (TITLE III), FISCAL YEARS 1982-84

State	Fiscal year 1982	Supplemental	Fiscal year 1983	Fiscal year 1984	Total	Number of awards
Alabama	$8,368,215	$2,982,987	$9,446,183	$9,897,976	$30,696,361	36
Alaska	0	0	0	0	0	0
Arizona	1,135,884	463,493	1,138,648	1,288,356	4,026,381	5
Arkansas	2,288,838	0	3,287,372	2,842,298	8,418,508	12
California	881,842	375,946	1,282,537	526,583	3,066,908	11
Colorado	1,545,218	0	1,778,183	1,229,827	4,553,228	8
Connecticut	0	0	0	0	0	0
Delaware	1,283,976	0	1,838,861	893,423	4,016,260	5
District of Columbia	484,888	0	0	0	0	1
Florida	2,616,476	1,533,299	5,582,478	4,978,141	14,710,394	19
Georgia	8,885,187	1,097,624	10,865,173	9,724,124	30,572,113	19
Hawaii	1,093,338	543,661	1,110,834	951,828	3,699,661	5
Idaho	298,410	0	311,018	264,091	873,519	1
Illinois	1,990,152	0	2,956,967	2,079,934	7,027,853	17
Indiana	1,749,235	0	1,149,354	935,212	2,833,801	6
Iowa	2,773,260	0	3,355,813	3,280,985	9,410,058	17
Kansas	2,911,231	0	2,827,497	3,225,742	8,964,470	15
Kentucky	1,301,713	0	1,920,929	1,697,967	4,920,609	9
Lousiana	3,323,601	0	4,663,496	4,131,517	12,027,614	12
Maine	643,186	0	764,319	699,713	2,107,218	6

CHART II.—FUNDING BY STATE FOR STRENGTHENING AND SPECIAL NEEDS PROGRAMS (TITLE III), FISCAL YEARS 1982–84—Continued

State	Fiscal year 1982	Supplemental	Fiscal year 1983	Fiscal year 1984	Total	Number of awards
Maryland	3,128,959	849,429	3,327,699	3,766,566	11,072,653	15
Massachusetts	1,236,582	0	1,332,072	1,161,587	3,730,241	9
Michigan	3,829,008	0	3,076,273	2,953,293	9,858,574	17
Minnesota	1,238,427	0	1,513,797	1,179,703	3,931,927	7
Mississippi	3,988,142	879,545	5,176,971	4,797,892	14,842,550	21
Missouri	2,275,538	0	1,682,974	1,961,307	5,919,819	10
Montana	516,619	0	933,811	639,810	2,090,240	7
Nebraska	1,812,683	0	1,868,742	1,856,291	5,537,716	10
Nevada	0	0	0	0	0	0
New Hampshire	867,843	0	389,621	619,722	1,877,186	5
New Jersey	1,096,059	0	990,315	610,453	2,696,827	10
New Mexico	611,800	420,605	574,946	642,000	2,249,351	3
New York	8,411,804	0	6,034,749	9,296,681	23,743,234	45
North Carolina	7,948,121	498,000	10,161,542	9,312,315	27,919,978	38
North Dakota	595,631	313,795	631,198	850,204	2,390,828	4
Ohio	2,007,891	0	2,185,824	1,834,828	6,028,543	13
Oklahoma	2,078,972	833,544	2,394,911	2,988,984	8,296,411	12
Oregon	625,818	0	504,156	366,196	1,496,170	3
Pennsylvania	4,071,070	0	3,892,824	3,871,417	11,835,311	18
Rhode Island	224,000	0	144,318	133,321	501,639	2
South Carolina	6,672,683	0	7,833,400	6,663,281	21,169,364	25
South Dakota	2,575,310	0	2,050,528	1,746,090	6,371,928	11
Tennessee	4,400,879	552,707	5,631,271	3,899,287	14,484,144	21
Texas	4,678,516	979,499	7,650,496	7,049,296	20,357,807	26
Utah	587,984	0	651,138	781,644	2,020,766	4
Vermont	1,282,258	0	1,373,619	1,193,787	3,849,664	7
Virginia	2,888,425	0	2,197,336	2,194,501	7,280,262	13
Washington	2,289,128	0	1,734,210	1,445,224	5,468,562	9
West Virginia	1,726,775	0	1,635,013	1,229,005	4,590,793	4
Wisconsin	739,732	0	1,077,740	975,422	2,792,894	4
Wyoming	0	0	0	0	0	0
Northern Mariana Islands	0	0	0	0	0	0
Puerto Rico	1,088,213	1,535,262	1,764,913	2,357,125	6,745,513	19
American Samoa	0	0	0	0	0	0
Guam	0	0	0	0	0	0
Trust Territories of Pacific Islands	0	75,000	0	0	75,000	2
Virgin Islands	166,400	0	173,004	0	339,404	1

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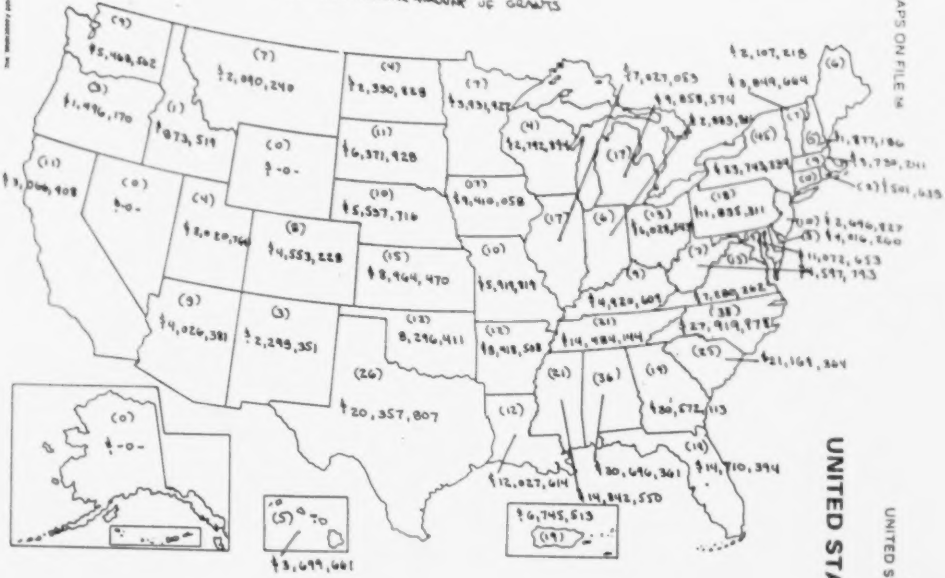
FUNDING BY STATE FOR STRENGTHENING
& SPECIAL NEEDS PROGRAMS (TITLE III)
FY 82 to 84

( ) NUMBER OF GRANTS AWARDED
$ TOTAL DOLLAR AMOUNT OF GRANTS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UNITED STATES

PREPARED STATEMENT OF CHRISTOPHER E. EDLEY, ESQ., PRESIDENT, UNITED NEGRO COLLEGE FUND

Mr. Chairman and Members of the Subcommittee: My name is Christopher Edley and I am President and Chief Executive Officer of the United Negro College Fund, Incorporated, the largest and most successful black fund-raising organization in the United States.

I represent our forty-three member institutions, all of which are private, four-year, fully accredited Historically Black Colleges and Universities.

I am also a partner with you in providing the financial support which is the lifeblood of our institutions. Twenty-three percent of the total revenues received by UNCF schools comes from the Federal Government.

To give you an idea where Title III fits into that picture, here is a small sample of what this program means to our schools: In 1982-83, Title III aid represented five percent of the 9.5 million dollars in revenues at Johnson C. Smith University in North Carolina; it accounted for eleven percent of 5.1 million dollars in revenues at Paine College in Georgia; and Title III funds amounted to a crucial 22 percent of 2.6 million dollars in revenues at Philander Smith College in Arkansas.

In spite of that level of support, in spite of our increasingly successful fundraising activities on behalf of our colleges and universities, we still have not successfully closed the gap, Mr. Chairman, between what it costs to provide a quality education at our schools and the resources available to meet those costs. For example, tuition revenues at UNCF colleges account for only 37 percent of total revenues, compared with over 50 percent at private colleges nationally.

We are improving, however, in our battle to keep our institutions strong and healthy. For example, the number of UNCF schools operating with deficits has decreased in recent years, from over half to under forty percent. Total endowments at UNCF colleges have risen over 50% during the past four years. My concern is that we must keep improving the fiscal health of our schools and not see a slippage in the vital federal support that has helped us get this far.

Thirty-two of our schools currently receive funding under Parts A or B of Title III, the aid to developing institutions program. All but two of these schools will become ineligible for continued Title III funding after next year, due to current time restrictions built into the existing law. A key element in the support system for these institutions will be missing, unless changes are made in Title III.

As the purchasing power of federal student assistance has declined some 31 percent in the last five years, our institutions have been forced to put more of their own resources into institutional scholarships in order to assure continued education for many of their students. For example, in 1979-80, Mr. Chairman, 12 percent of the institutional expenditures at UNCF schools went toward institutional scholarships. In 1983-84, that figure rose to over 15 percent of institutional expenditures.

Our schools need federal institutional aid more than ever before if we are to maintain educational quality for our students.

We therefore recommend, Mr. Chairman, at a minimum, that you pass legislation extending the length of Title III eligibility for Historically Black Colleges and Universities which have met the other eligibility criteria in the current law. Our schools simply cannot afford to lose this vital support.

UNCF would also like to recommend that Parts A and B of the current Title III law permit funds to be used for student recruitment. Many UNCF colleges have little or no full-time recruitment effort, and are losing enrollments as a result. It is particularly important for the private historically black colleges to spread the word of their existence, role, and mission, because so few guidance counselors outside the South are aware of these institutions.

My principal recommendation, however, Mr. Chairman, and my primary reason for appearing today is to strongly endorse the "Institutional Aid Act of 1985", which is the title of both H.R. 2907, introduced by the Chairman of the full Education and Labor Committee, Congressman Augustus Hawkins, and its companion Bill, S. 1328, introduced by the former chairman of this committee, Senator Paul Simon of Illinois.

The legislation these two distinguished Members of Congress have proposed would expand the Title III Program, cutting off no-one and giving particular attention to developing institutions serving Native Americans, Hispanic Americans, and students from the Pacific Basin. And this legislation would, for the first time, recognize the unique nature of Historically Black Colleges and Universities, and the Federal Government's unique responsibility to these institutions.

This bill would focus available Title III resources on projects and activities that meet the needs of black colleges and that promise, over the long haul, to assure the growth and development of these colleges. Its adoption would assure the continuation of a vital link for many of the Nation's Black Americans, who for reasons of poverty, educational disadvantage at the elementary and secondary grades or simple lack of family finances and community support, are unable to enter or successfully pursue postsecondary education at traditional institutions.

Some would suggest that Historically Black Colleges and Universities actually aggravate the government's attempts to end segregation in higher education.

WE do not segregate, Mr. Chairman. Our institutions are open to all. What we do offer is hope and a chance for disadvantaged young Americans to acquire a college education. From their very beginnings, our schools, most of which were founded over 100 years ago, have extended opportunities for deserving youth. Each of our students knows that he or she has a commitment from these colleges to work with him or her just as hard as they work with us. We want to see educated young Americans come out of these colleges and the record indicates that we succeed.

While Historically Black Colleges and Universities represent just over five percent of all four-year institutions of higher learning, these schools enroll 35 percent of all blacks attending four-year colleges and confer forty percent of all bachelor's degrees earned by blacks. They are a vital component of the infrastructure that offers hope for a better future to young Black Americans.

Black colleges count among their graduates some of the foremost leaders in America: Martin Luther king, Jr., John Hope Franklin, Thurgood Marshall, Leontyne Price, Benjamin Hooks, Jesse Jackson, John Jacobs, and the mayors of Washington, D.C., Richmond, Atlanta, Birmingham, New Orleans, and dozens of other cities. And most importantly, Mr. Chairman, our Nation's Historically Black Colleges and Universities have graduated the bulk of today's black middle class.

More than 80 percent of our students are the first in their families to attend college. Ninety percent of our students require financial aid in order to attend and come from families earning an average of only $12,000.

If we hope to see these students move into middle class America, we *must* keep our black colleges strong and healthy.

I know you and your colleagues are concerned about the federal budget, Mr. Chairman. I know concessions will have to be made in a number of areas. But, I would like to make my case to you because many of the 45,000 students we serve will have no choice and no hope of ever acquiring a higher education if the government backs out and allows our institutions to slowly fade.

The record of these institutions speaks for itself. They are of crucial importance to the Black Community and to this Nation, if we hope to have an educated, productive populace. These are more than institutions of higher education; they are centers of inspiration in the communities they serve and repositories of history and culture.

I therefore urge this Subcommittee to look favorably upon the recommendations made by Chairman Hawkins in his bill when you begin to draft your amendments to Title III. The clear Congressional intent in the development of Title III was to aid historically black colleges. Now, when these colleges have the greatest need for support, Congress must reaffirm its support.

As you begin to consider this bill and the Title III Amendments, remember that young black teenager coming out of that low-income community high school and let the slogan of the United Negro College Fund be your guide. "A mind," Mr. Chairman, "is a terrible thing to waste." Thank you.

[Whereupon, at 5 p.m., the subcommittee was adjourned.]

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